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ABSTRACT

The objective of the two week long 1972 Dag Hammarskjold Seminar was to break away from traditional and theoretical concepts of information work in order to gain a practical insight into communication, especially as it applies to social and economic development. Fifty participants and lecturers from developed and developing countries in Europe and Africa focused on applied communications, management, sensitivity training, the function of work models, and group dynamics in a series of reports, lectures, discussions, and experiments. Following reports of communication programs in each represented country were talks on specific issues, including transition and social change in rural and industrialized societies, the function of communication in the change process, the crucial management problem of internal communications, radio communications, and models as applicable tools. The description of several advertising campaigns illustrated the importance of creativity in communication. Participants scrutinized total communications campaigns in the fields of nutrition, family planning, and traffic. The seminar concluded with a participant evaluation of the program. Some articles in the report are adaptations of the seminar lectures. (SB)

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Editor
ANDREAS FUGLESANG

THE DAG HAMMARSKJÖLD FOUNDATION,
UPPSALA, SWEDEN

The Story of a SEMINAR in APPLIED COMMUNICATION

The 1972 Dag Hammarskjöld Seminar on
"Communication - An Essential Component in Development Work"
Uppsala, Sweden August 27 - September 9

The Dag Hammarskjöld Foundation was established in 1962 in memory of the late Secretary-General of the United Nations. The purpose of the Foundation is to provide short-term supplementary training of a specialised nature for nationals of the developing countries. The views expressed in its publications are entirely those of the authors and do not necessarily reflect the views of the Foundation.

General editor: Sven Hamrell

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Preface

This is not a strictly formal report. It may even be, at times, rather subjective, because the endeavour has also been to register the human relations of the seminar. I simply believe that a pertinent thing when communication is the topic.

Unfortunately some lecturers have not found time to write up their lectures. So what is read in those cases is my own comprehension of the lectures based on notes and other sources. Hence, mine is also the blame for any misconceptions and ambiguities.

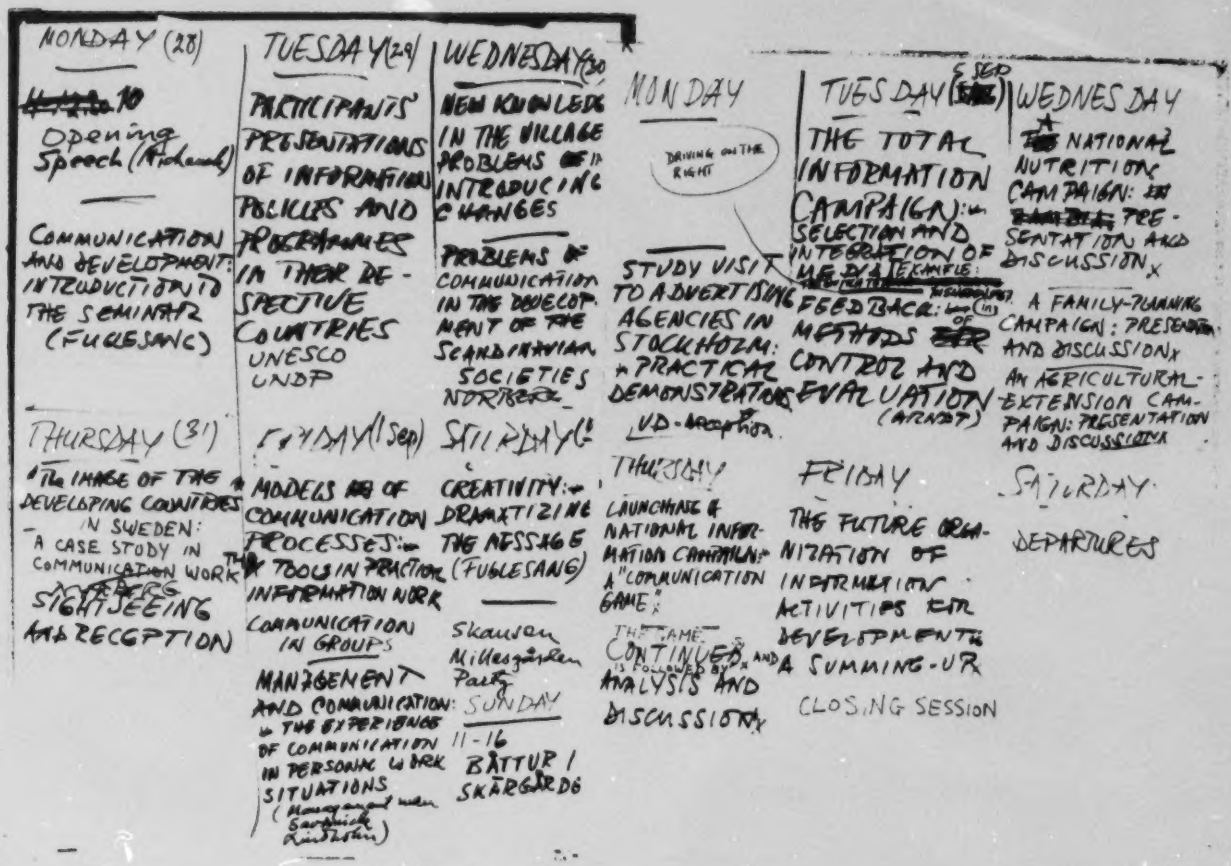
I am grateful to DR EMMANUEL SMITH who provided me with an overall view in his summary, MR COLIN FRASER who sent me valuable comments, MR ISMAIL MWISHASHI who made careful notes and DR KURT SAVOSNICK who helped out with the photography.

Not the least I wish to thank all the participants and lecturers who readily handed me whatever I asked for, notes, drawings - or just scribblings. It has all played a part in the work.

The complete seminar programme, list of participants and lecturers and similar important information of general character are found at the back.

January 1973

The Editor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MONDAY
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UD - reception
THURSDAY
LAUNCHING A NATIONAL INFORMATION CAMPAIGN: A "COMMUNICATION GAME"
THE GAME CONTINUED AND ANALYSIS AND DISCUSSION
TUESDAY (5 SEP)
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WEDNESDAY
A NATIONAL NUTRITION CAMPAIGN: PRESENTATION AND DISCUSSION
A FAMILY-PLANNING CAMPAIGN: PRESENTATION AND DISCUSSION
AN AGRICULTURAL-EXTENSION CAMPAIGN: PRESENTATION AND DISCUSSION
SATURDAY
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Introduction

Governments in both developed and developing countries, as well as international organisations involved in development work, have in recent years become increasingly aware of the important role that information activities play in economic and social development. There has also been a growing recognition of the need to widen the concept of information to imply MEANINGFUL COMMUNICATION WITH THE PUBLIC.

The idea of holding a seminar on communication problems arose from the discussions during the 1971 Dag Hammarskjöld Seminar on " Nutrition as a Priority in African Development", where it became clear that the communication aspect of many, although by no means all nutrition programmes had been seriously neglected. But it is also evident that this communication aspect is an equally essential component in activities like agricultural extension, community development, public health and family planning, not to speak of the wide range of general information services. The main objective of the seminar was therefore to break away from the traditional concept of information work, ironically described as " a monologue directed at the public". Development workers must rather enter into a continuous dialogue with their fellow-men and systematically base their activities and decisions on the feed-back received from the field.

The basic assumption underlying the seminar and the reason for holding it in Sweden were that communication problems are, in principle, very similar, whether on the individual or national level or in a developing or developed country and that the participants would therefore be able to benefit from the new methods and techniques applied in the industrialised countries. From the beginning, the seminar was intended to be of a practical nature, with the emphasis on APPLIED COMMUNICATIONS, such often forgotten aspects as management, function of work models, group dynamics sensitivity training and creativity - rather than on communications theory.

When it came to the report, we felt it justified in line with this to apply a somewhat unconventional technique in communicating the messages of the seminar to the outer world - and gave the Director, Mr Andreas Fuglesang, full freedom in developing his ideas.

As organisers of some seminars throughout the years, we have come to regard a seminar as a piece of handicraft. We enjoy the carving of a programme in collaboration with professionals - from the first rough outline on our flip over, as it adorns this introduction, to the final performance. The participants are our oscillating measuring instruments. We are delighted when we witness a lecturer unfold in clarity of thought - and no less dismayed when it all unfurls like a bolt of wet wool.

But we have come to realise also that a successful seminar is not always successful. Lecturers greeted by participants with ovations may be innovative, but may also simply confirm current professional prejudice. On the other hand, the lecture which puts a pin in professional egos and provokes opposition, may well turn out to carry the seed to future professional growth.

A seminar leads its own life in an orbit somewhere between the intentions of the organisers and the wills and perceptions of the participants. The editor is free to track it with whatever means he feels necessary.

So be it hopefully then, not a post mortem report, but a vigorous personal story about the birth of a seminar, which we hope will live on.

Sven Hamrell

Opening Speech

by Mr Bert Lindström
President of "Dagens Nyheter"
Deputy Administrator of the UNDP
as from January 1973

The mobilisation of public opinion in support of development objectives - or should we just as well say, the selling of development ideas ? - is given great emphasis by the General Assembly of the United Nations in its strategy for the Second Development Decade, which started in 1971. It emphasises that the "Governments of the developing countries will continue to make people at all levels aware of the benefits and sacrifices involved and to enlist their full participation in achieving the objectives of the Decade". No less importance is attached to the mobilisation of public opinion in the industrialised countries.

The implication of this is evidently that high priority must be given to the wide variety of information and education activities which are involved in development work. The strategy on this point does no more than reflect the growing understanding of and emphasis on such activities at the level of the national governments. There is an increasing recognition also of the necessity of dealing with these activities in a professional way. This means, inter alia, that the concept of information must be given a wider interpretation. The mobilisation of public opinion and the participation of the people cannot come about unless information and education activities are developed into a meaningful PROCESS OF COMMUNICATION with the public. Communication is the creation of a two-way flow of information, in which, indeed, the public can involve the Government, just as much as the Government can involve the public. This presents no mean professional challenge to those who are engaged in the planning and implementation of the whole range of information activities - in agricultural extension, community development, public health, nutrition, family-planning or information services of a more general character.

The justification and urgency of such a comprehensive concept of communication have been spelt out also within the working context of the UN family of agencies, notably - and very appropriately - by the then UNDP Administrator, Mr Paul Hoffman, who, on the eve of the First Development Decade in June 1969, summed up the situation in these words:

" Experience has clearly shown that many of our larger-scale projects have fallen short of their objectives for want of a missing component. That component is communication. Effective communication is essential in order to reach, to inform and to motivate the people whose involvement in a project is essential to that project's success."

This recognition developed into the ideas of Development Support Communication (DSC) and Project Support Communication (PSC), which all UN agencies are now working hard to realise.

Communication is no doubt the coming thing in international development work. As always, there may be reason for enthusiasm at the progress made, but there must certainly also be ample room for a balanced judgement.

When we are applying, discussing, studying or doing research into communication, we have to define our scale of observation before we can describe its reality in a meaningful way. Communication on the MACRO level lends itself to abstraction, to the building of sophisticated models and the description of complex diffusion processes. On this level we sometimes run into the danger of losing contact with reality. It is COMMUNICATION THEORY. On the MICRO level, on the other hand, we take the human aspect more into the picture. This is the level at which all communication efforts ultimately end up, ear to radio, eye to screen or face to face. This is the context where the psychology of motivation, the understanding of individual attitudes or the experience of personal contact are the determinant factors. It is the level of APPLIED COMMUNICATION.

Many professional problems arise when there is interference in our thinking between such levels of observation. The recognition of the need for better communications may, for example, be associated unreflectingly with the need for the development of media technology and lead to indulgence in the distribution effects of the mass media, whereas the message psychology, the problem of making the communication effort meaningful to the individual, is overlooked.

Designing a communication structure which is optimally functional in a given country at a given stage of development is certainly a matter of exploring the possibilities of modern technology, but the traditional channels of communication are also worth further research.

I should like to dwell a little on the part of modern communication technology which is represented by the mass media, partly because I am involved in the mass media myself, as a newspaper administrator, and partly because the mass media by their mere massive and conspicuous presence inspire caution and a dispassionate listing of the pros et cons, before making an assessment of their function as tools of communication in development work. We have to remember that the mass media have to work under socio-economic conditions which often differ from those under which they originated historically. An intercultural transfer of patterns is not necessarily synonymous with progress. Communication is a wide field. It has an interdisciplinary character and may sometimes entice its practitioners to express strong professional views, whereas their real knowledge is not so strong.

The justification of the mass media is linked with economic considerations. Radio, TV and newspapers can distribute a development message to large numbers of people in an inexpensive way. That is a quantitative effect, which should not be mistaken for the ability to influence and change peoples' attitudes.

In development work the case is probably the same as it is in modern marketing, that the selling of new ideas is most efficiently taken care of by the salesman, the extension worker in face-to-face communication with people. But no developing country can afford to educate, house, feed and pay the travelling expenses of the 50,000 or 100,000 extension workers who may be necessary for national coverage by this sort of medium, for example, within the field of agricultural development. In such a context, the mass media should not be regarded as the saviour. It is simply that they are economically more feasible. There is, I believe, no single model for development communication. Among the media there is always the option of substitution. In a situation with given economic and cultural conditions, the problem is integration - finding the optimal mix of application media - and this should certainly include the channels of communication which are rooted in the traditional society.

Again, the economics of the mass-media function should not overshadow the probability that it only works under certain conditions. It seems reasonable to me to assume that there are correlations between peoples' levels of education and their ability to utilise the mass media as a source of information.

The mass media are in a phase of rapid expansion. Satellites are boosting the process and opening up fascinating perspectives for communication in development work. But we should also at the same time beware of the enormous information gap and the possibility of cultural colonialism which this implies. The flow of information from the industrialised to the developing countries will multiply, whereas the present need may also be for a flow the other way. I have been advocating moderation and balance in the consideration of the mass media, not in spite of my being a mass-media man, but because of it. As an economist, I believe that the sound, long-term view is not maximal but optimal utilisation.

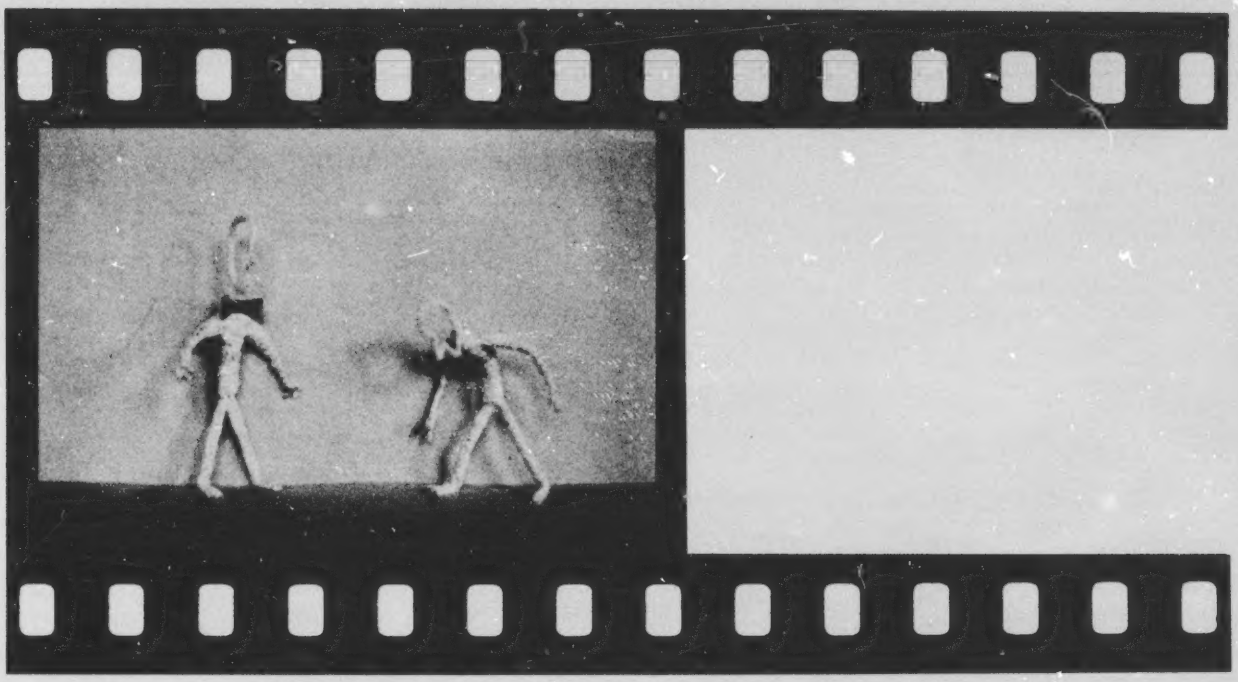
Communication and Development

by Andreas Fuglesang

The latest decade has witnessed the emergence of a new field within the social sciences: COMMUNICATION.
It is an interdisciplinary subject scanning a variety of scientific trademarks from social psychology and cybernetics to semantics and even neurophysiology. The function of communication has been discovered and promoted to prominence also in the theoretical framework of long established and very different disciplines like for example, individual psychology and culture geography.

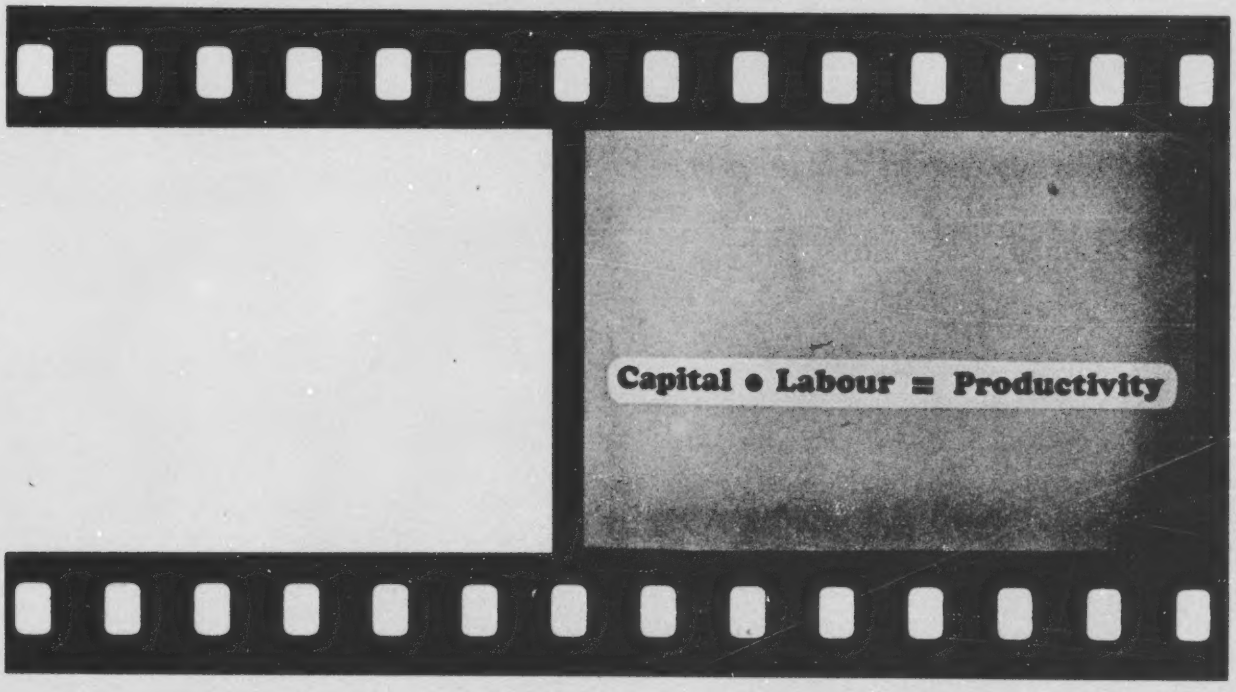
And like all interdisciplinary subjects communication has its face spotted with the inevitable childhood maladies : excessive growth of theoretical concepts; a glaring kaleidoscopic oddity of pensiveness. Beware, communication is still a field where any mediocre quick-wit can conceive a model and theorise with conspicuous relevance for his mates, as long as the level of abstraction is high enough.
This is maybe, the reason why so far so often so little communication thinking has found its way to practical application among people who have their daily stride in the wide range of information and education activities running in our societies.

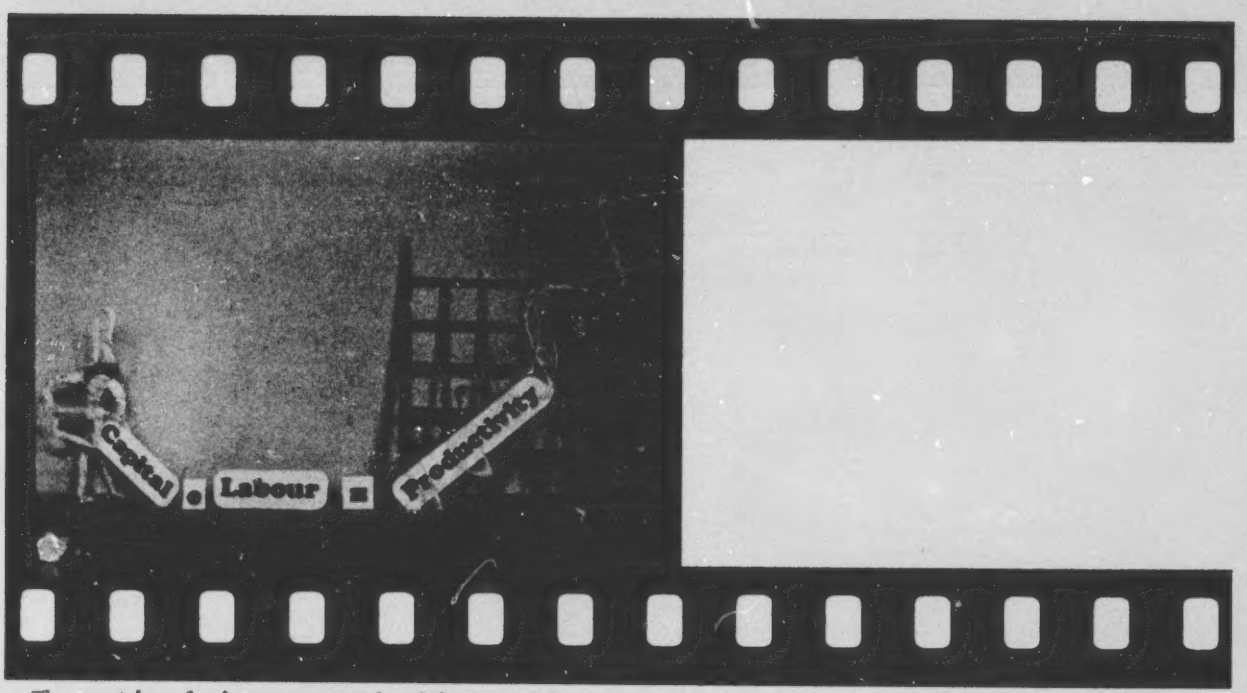
The objective of this seminar is not to explore the frontiers of communication as a presumable science, but to inspire participants and lecturers to COMMUNICATE ABOUT THE TOPIC OF COMMUNICATION in a way that may lead us all to a deeper PRACTICAL INSIGHT in our work. The objective is APPLIED communication. Broadcasting, TV or other mass media, journalism, teaching, agricultural extension, adult literacy, health and nutrition education, family planning information - whatever our profession, we have in common, namely the professional PROBLEM OF COMMUNICATION. In fact, our work in these fields does not become MEANINGFUL to ourselves as individuals or to society, unless it is part of a continuous communication process with our fellow man.
We all know each in our field something about INFORMATION or EDUCATION TECHNIQUE - how to TRANSMIT INFORMATION. These are the truisms we shall expel from the seminar context.
It remains to be seen and heard what we know and shall come to know about COMMUNICATION TECHNIQUE - how to EXCHANGE INFORMATION.
We shall pursue our objective by means of reports, lectures and discussions and also by staging experimental situations in which we shall try to comprehend successful communication or lack of communication as emotional experiences.
However, first we must establish the basic models from which the seminar originated and in relation to which the programme has been developed and defined.



As always - this is the story about the big man and the little man. The big man is big because he CONTROLS RESOURCES and MAKES DECISIONS. The little man is small simply because he does not. Unfortunately, as my English teacher once told me, a big man is not always the same as a great man.

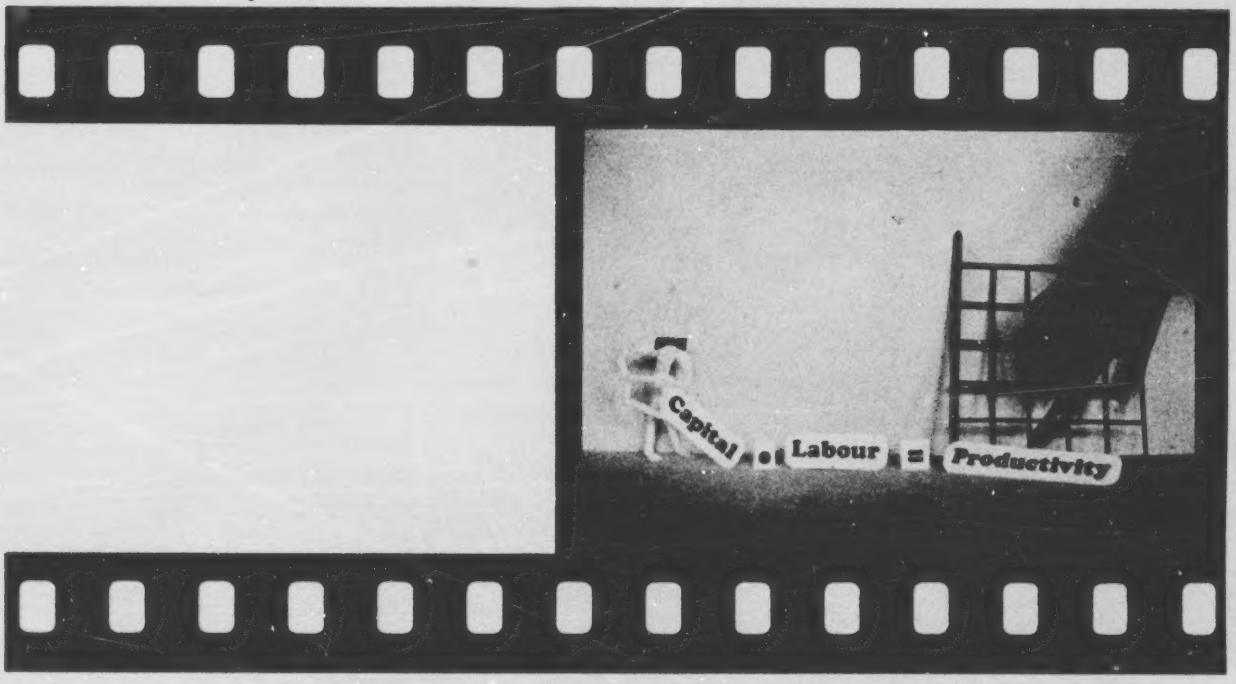
This is the standard model economists use for economic growth and productivity, GNP - gross national product, income per capita have for the last two decades been generally accepted MEASURES OF DEVELOPMENT.





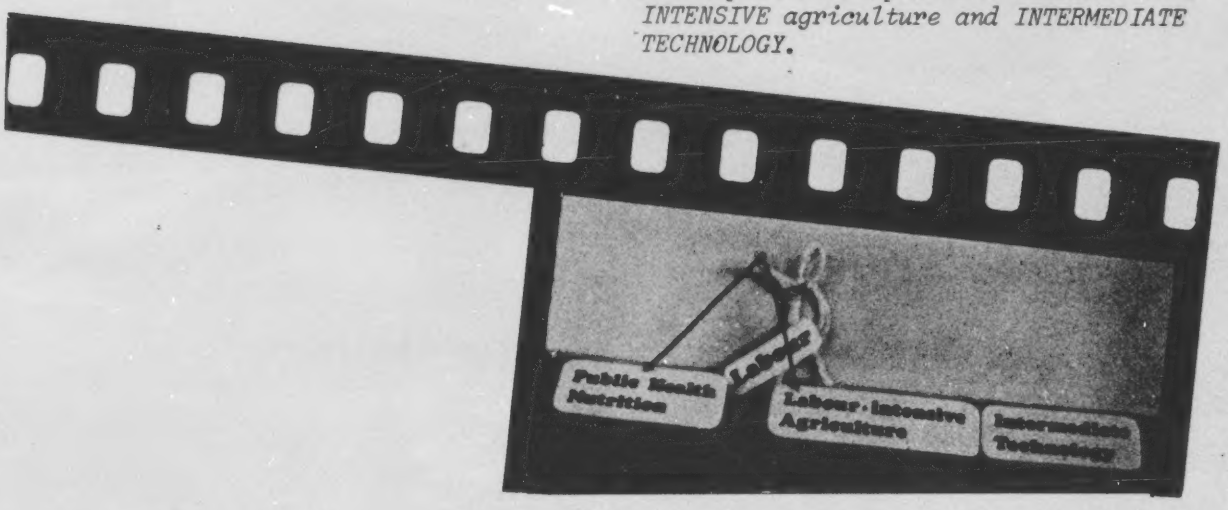
The notion being among the big men that once you pour capital investment into a nation, developing industry and national resources, you will raise national productivity and trigger off the spiral of economic growth which leads to material welfare for everybody.
The little man has literally been in the rural background of the picture and the taste of his reality has been just as bitter as before.

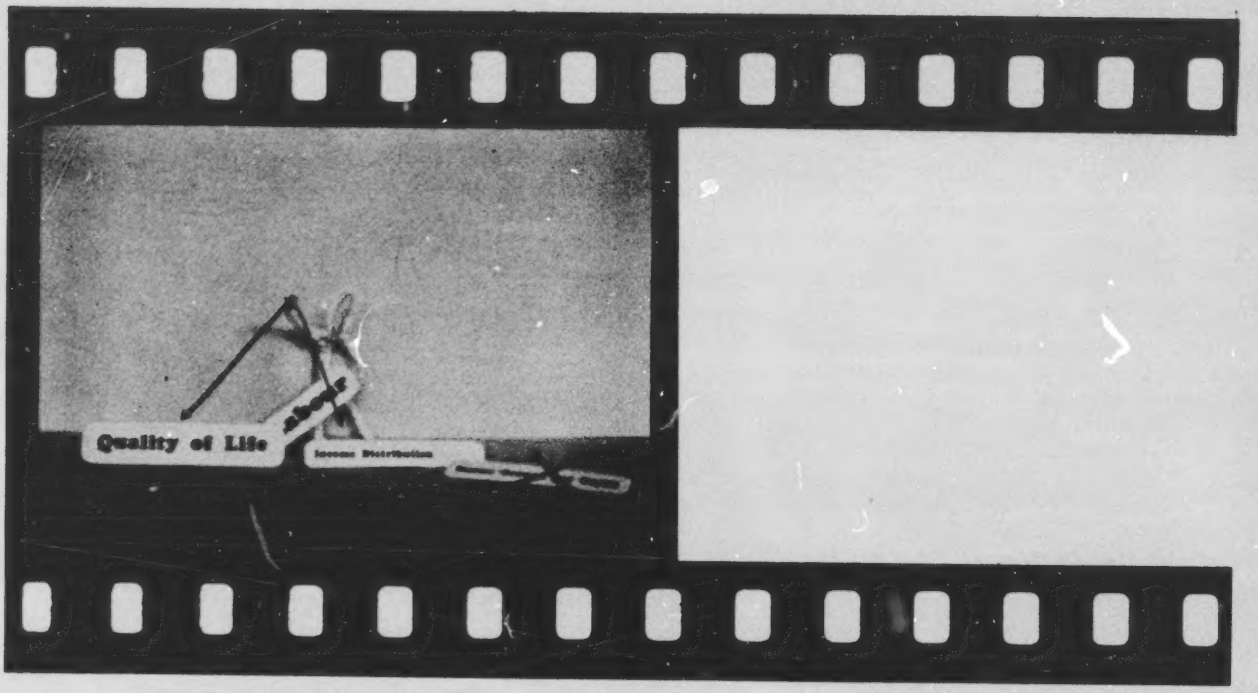
The fact is that development was not as easy as the big man thought.
Interference from many unknown factors kept national productivity down or raising slowly only. Development measured as economic growth failed to appear to the extent we forecasted.



This is probably why we can observe that in national and international development thinking the attention is now increasingly centering on the other factor in the growth formulae: the LABOUR FORCE.
The big man is starting to realise that development of human resources may be just as important as natural resources - and he brings the little man back into the picture.

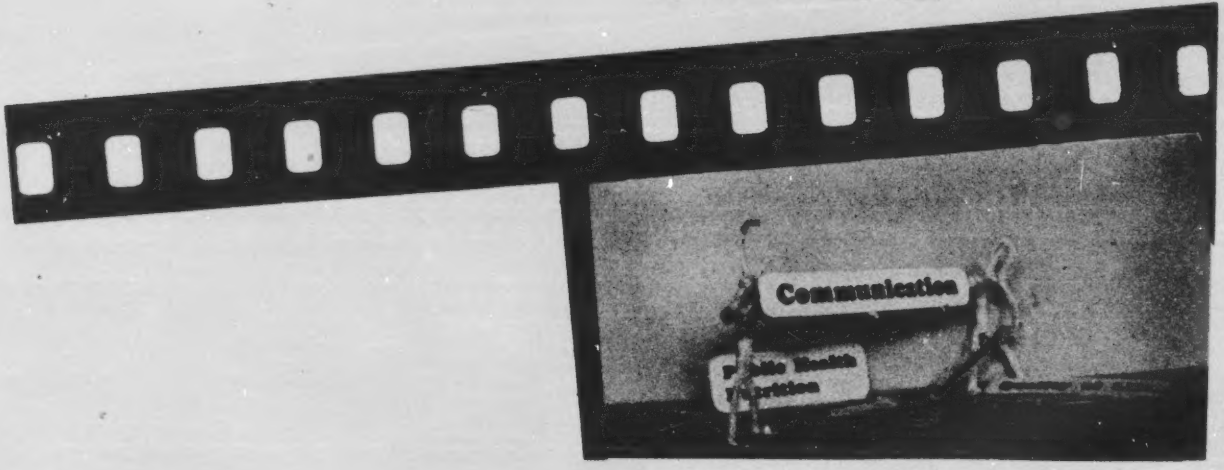
The fact that the little man is brought into the context and given a meaningful function has some important implications for development work.
On the first hand it should lead to the realisation that it is necessary to invest in improvement of the quality of the national labour force if economic growth shall appear - quite specifically this implies for example, intensified PUBLIC HEALTH and NUTRITION work. And very logically linked up with this, it should lead to the exploration of development concepts like LABOUR INTENSIVE agriculture and INTERMEDIATE TECHNOLOGY.

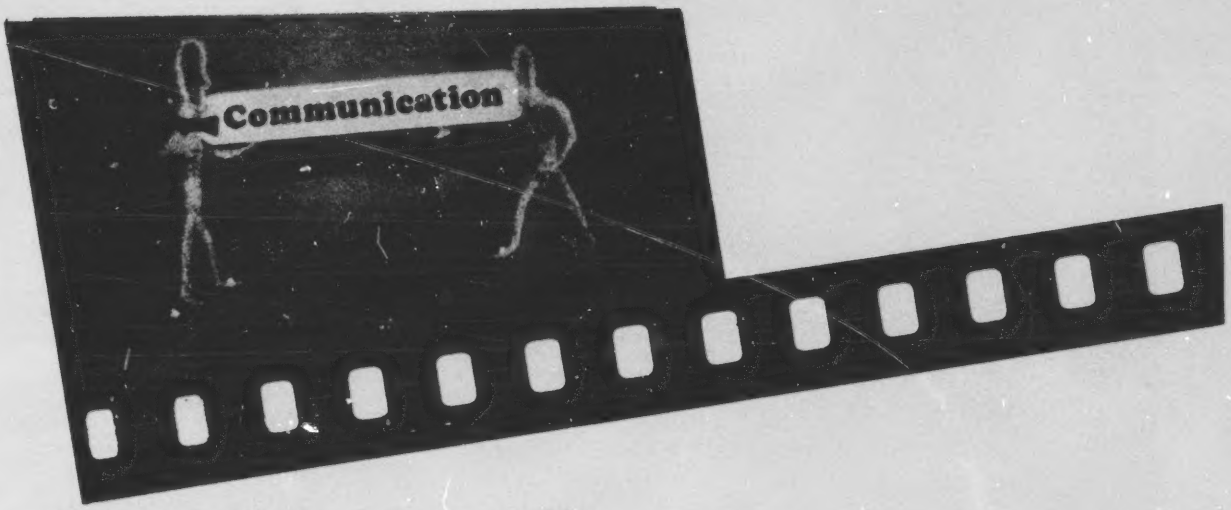




Also - ultimately this way of thinking is linked up with the possibility that development strategists may come to realise that THE QUALITY OF LIFE of the little man is a more fair measure of development than economic growth. And quality of life can be measured concretely by measuring for example the health and nutritional status of a population.
This taken as a prerequisite it qualifies morecover, that from a development point of view INCOME DISTRIBUTION is more important than income growth per capita.

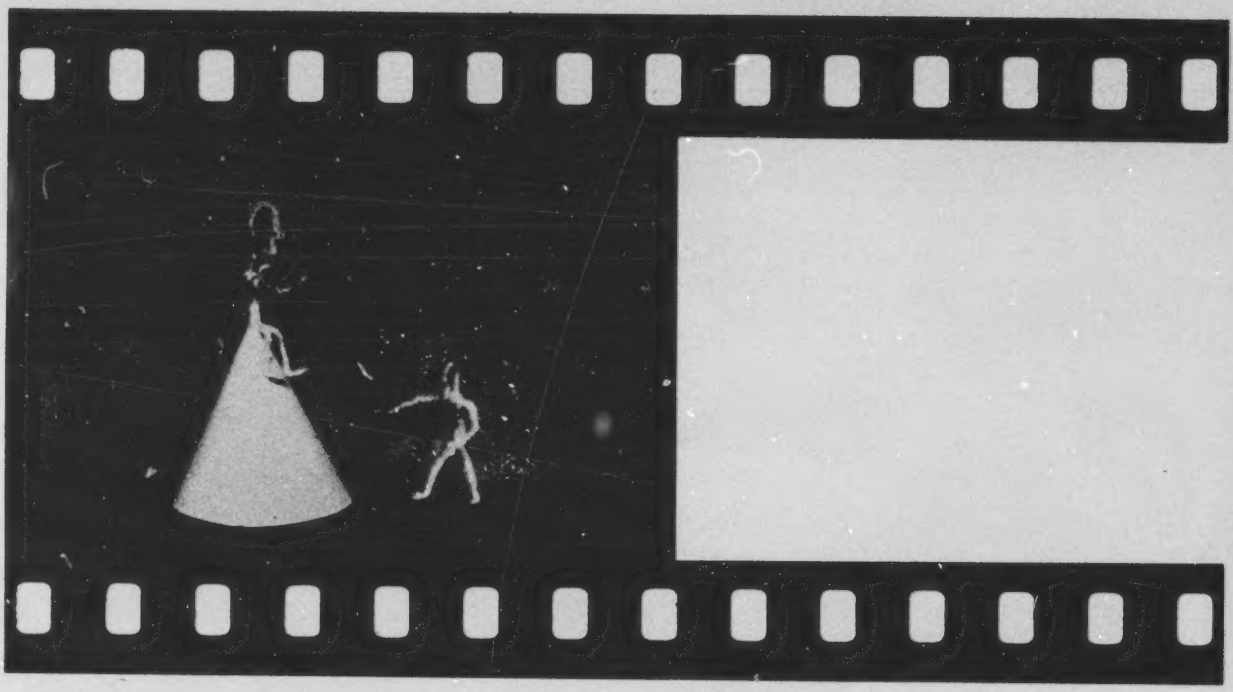
Now, let us leave this chain of thought in the background for a while and concentrate on a more essential point in the context of this seminar.
When the labour force, the manpower of a nation, our fallible fellow man - when HUMAN BEINGS are finally enthroned in development work, it has an implication of enormous significance to us.
It implies that information, education and training - that COMMUNICATION will be brought to the forefront as a development tool. This is a new chapter a new era in development work.
So much about the justification of our seminar here and now.





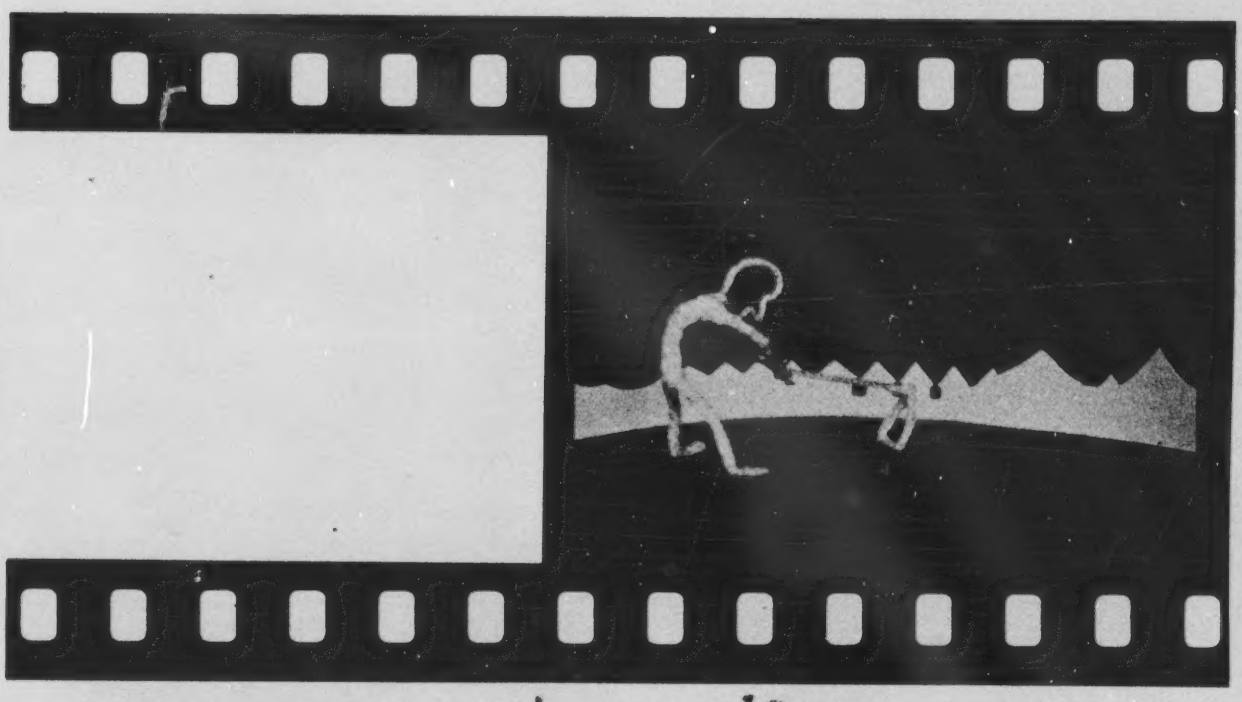
Confronted with the challenge of this situation we are probably all of us in need of a rethinking of our professional concepts and a sharpening of our working tools.

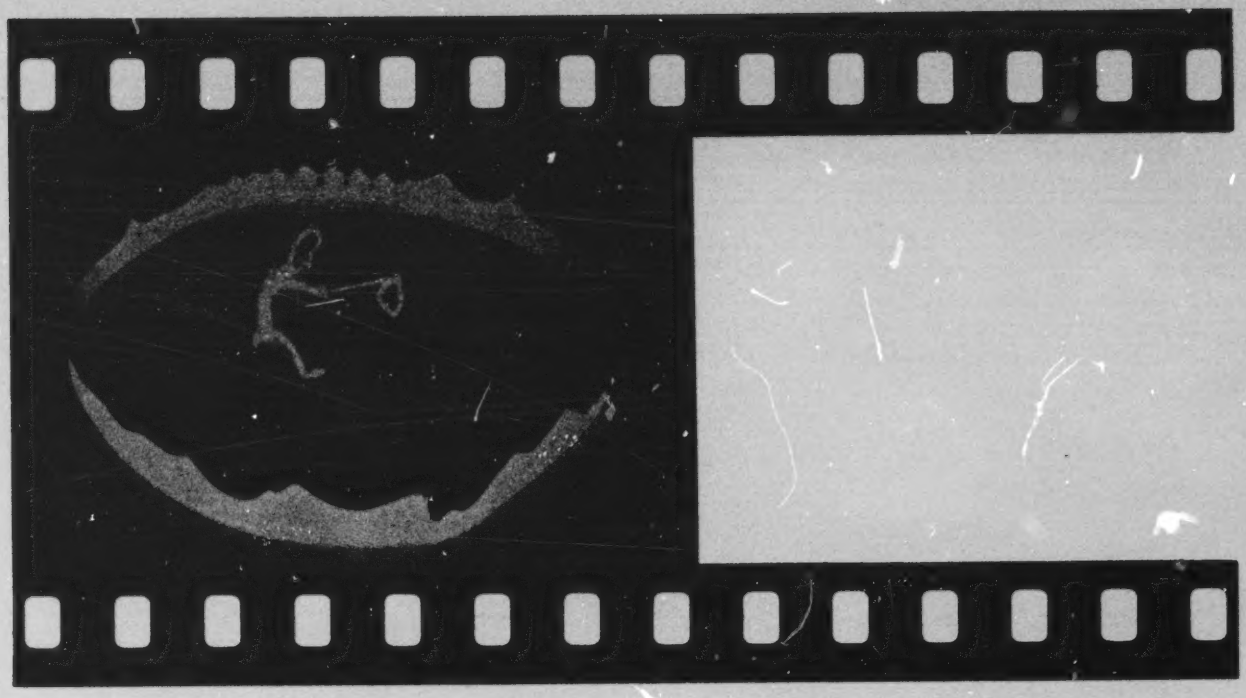
So, let us take a closer look at it and start with the big man, the man with the tie. Internationally he is the political power, the UN organisation or, for example, the big publisher. Nationally he is The President, the Labour Union boss or the Chairman of the Broadcasting Company. Locally he is the party politician, the district governor or the agricultural extension officer. He has numerous faces, but they all have a common trait: He CONTROLS RESOURCES as economy, knowledge, manpower, information channels etc.



The big man is on top. He has got the chance to see far - although he does not always see in the right direction. He has ACCESS TO INFORMATION about the world around him. He is good at talking and taking initiatives. He is an information paternalist.

The little man is, incidentally, not in such a favourable position. His resources are small; not much more than the soil under his split nails. He has hardly access to information. He cannot always articulate his thinking as well as the big man. He is limited by his horizon.





In birds eye perspective he is hoeing and living in a more limited FIELD. We can call this his FIELD OF OBSERVATION, and we may venture to try to understand some of the dynamics of his situation in relation to the material things in life, if we apply the simple economics of EFFORT and REWARD.

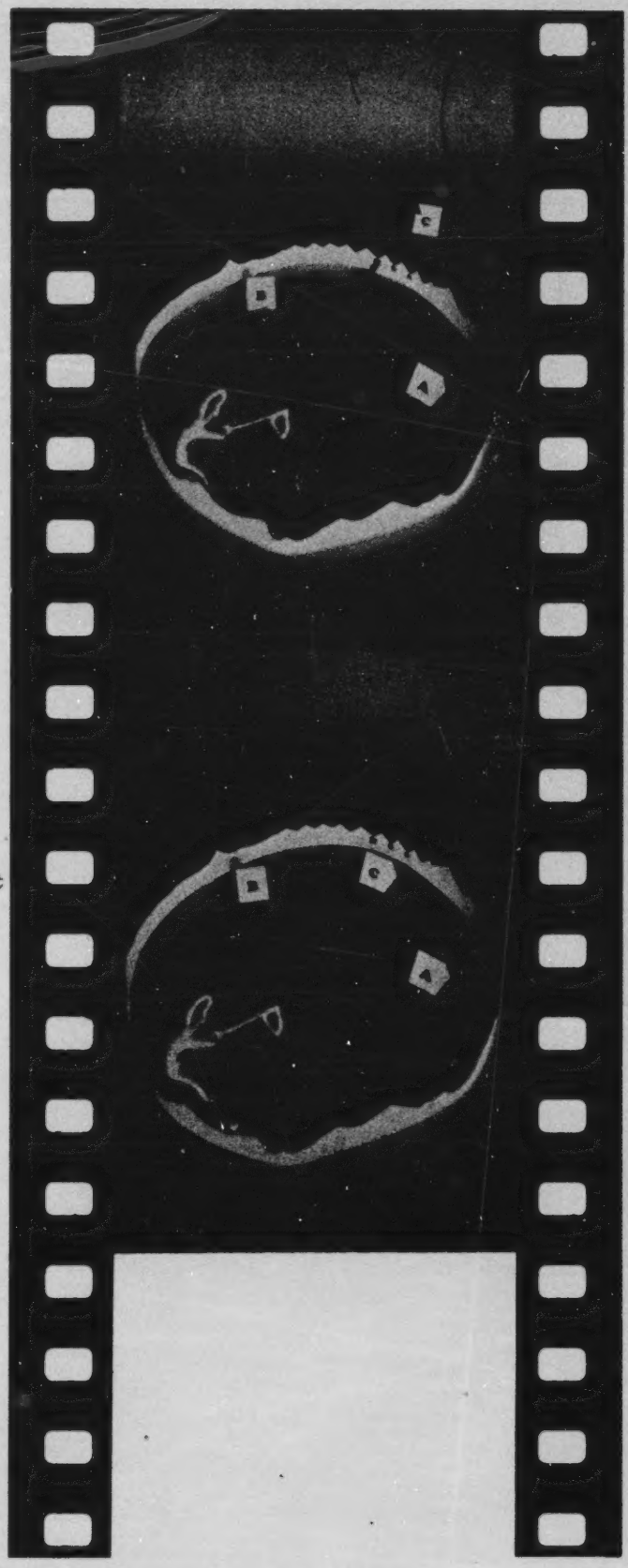
Let us pause and make a point of the often heard contention that the village farmer is so much more conservative than other people. This is nonsense. It is simply a matter of a rational trust in knowledge. Why should he take the personal risk of exchanging one social security, which he knows has functioned fairly well for some centuries, with another which he knows very little about?

He FEELS SECURE in his field. That is what he KNOWS. He may strive to reach goal A or B because they are in his field. And in his choice between A and B his guideline is simply that he tries to MAXIMISE THE DIFFERENCE BETWEEN EFFORT AND REWARD.

But he will hardly venture for C it is outside his field - to him it represents the UNKNOWN.

There is some humbleness due to man's fear of the unknown from us who think we know better. This has to do with man's self, his identity. We all have a feeling of comfort in the known. That is the embrace we start from and return to.

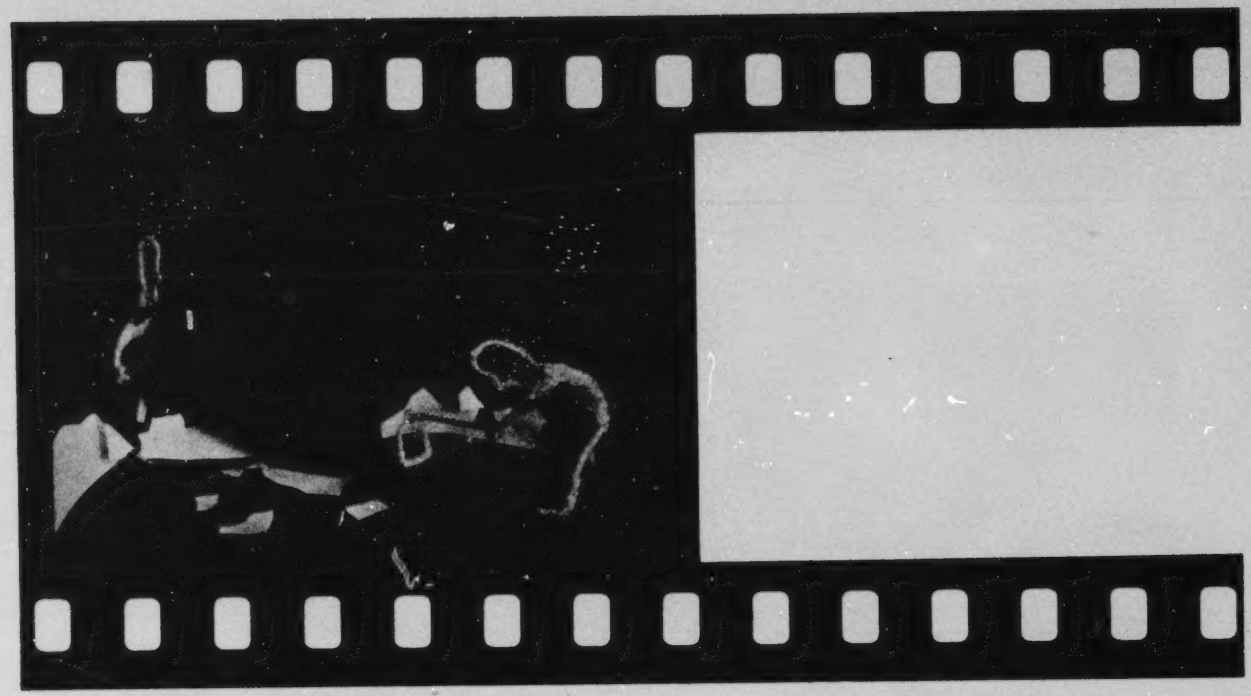
After all, on a time axis, the known is before the unknown. The unknown is a negation of the known.



And if C is a development goal, we must realise that the only way he can ever venture for it, is when C is brought inside his field of observation in such a manner that he perceives C to be, namely and literally, IN HIS OWN FIELD OF INTEREST !

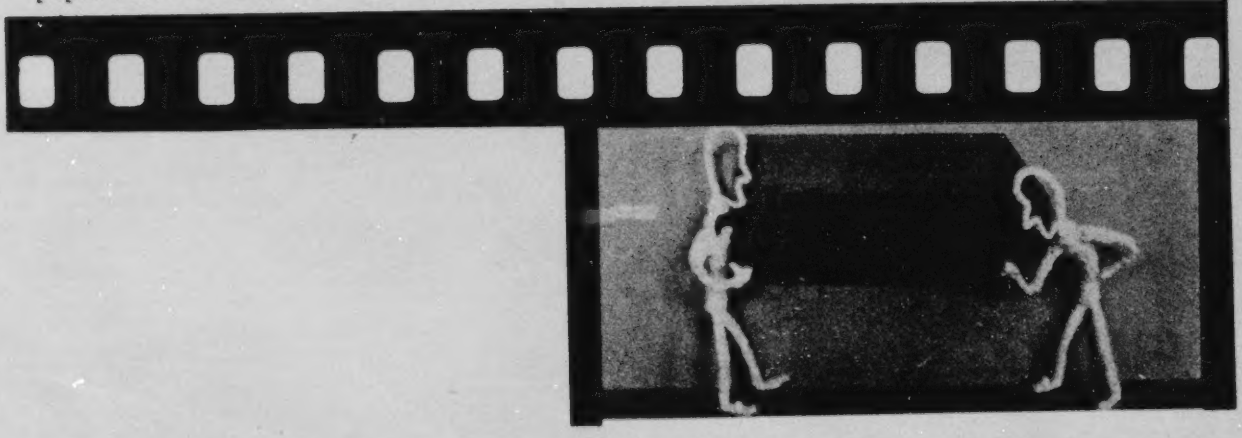
Now, by this I am not implying that the little man has a NARROW HORIZON, is narrow minded. I am only pointing to the RELATIVITY OF MOTIVATIONS. We are all little men in the sense that in a given situation there is something we see and something we do not see. And if communication work shall be meaningful it must have the objective of widening horizons.

You think I am talking about the village farmer in Africa. I am not ! I am talking about a small mountain valley village in my own country in which I endured a war. There is no difference: People are simply people !



There is always TRANSITION everywhere. Old values, traditions and beliefs are breaking down at the same time as the big man pours in masses of information with new ideas in an accelerating tempo. We must understand that THE LITTLE MAN IN OUR TIME HAS A HARD TIME. True enough his horizon is widened to new ideas - which partly attract him, partly fill him with fear - but his feeling of social security in a world he knows is vanishing. His expectations are rising. His chances to fulfill them are small. He is exposed to an enormous mental strain. That is in many parts of the world a hard deal on top of the material suffering which follows from the population increase.

This simple model is, in fact, an illustration of one of the essential evils of our time - for which all of us around this table have a share of the guilt. It is a reminiscence from the scientific childhood of psychology but is still dominant in the thinking of most information people, and it is called the STIMULUS RESPONSE model - or the message model. The basic idea is that by altering stimulus you can produce the response you want - and that is also the basic misconception: The recipient, the little man is NOT a physiological entity which can only REACT. He is a human being who can ACT !



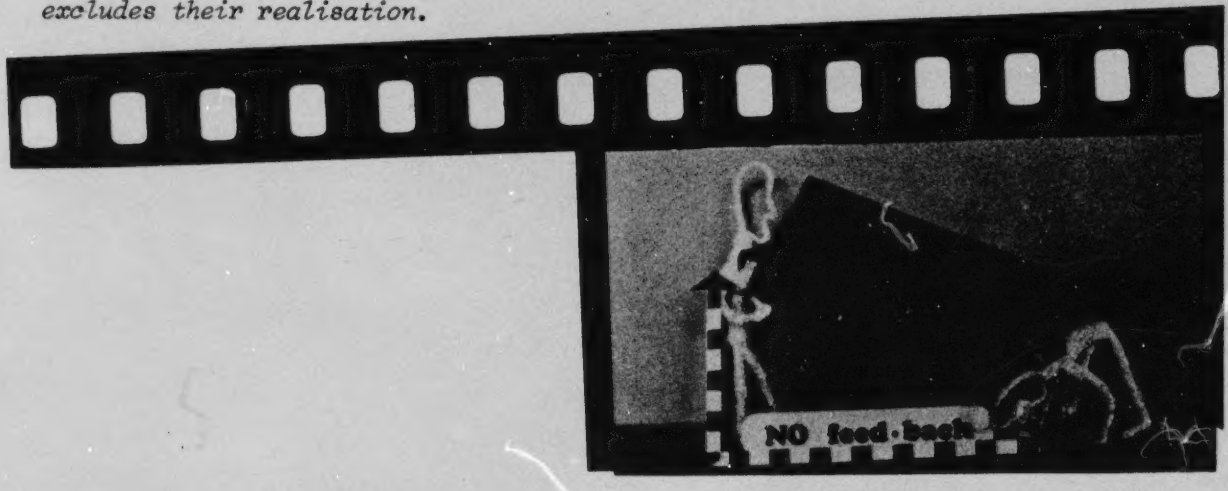
But this misconception has vast practical implications. The enormous ONE WAY FLOW OF INFORMATION is crushing the little man to the ground. The conspicuous but purely quantitative effect of mass media has obscured our thinking and led us into the MASS MEDIA MADNESS which is now marring the world. The mass media prophets are shouting that they can solve our communication development problem. THEY CAN MOST CERTAINLY NOT !

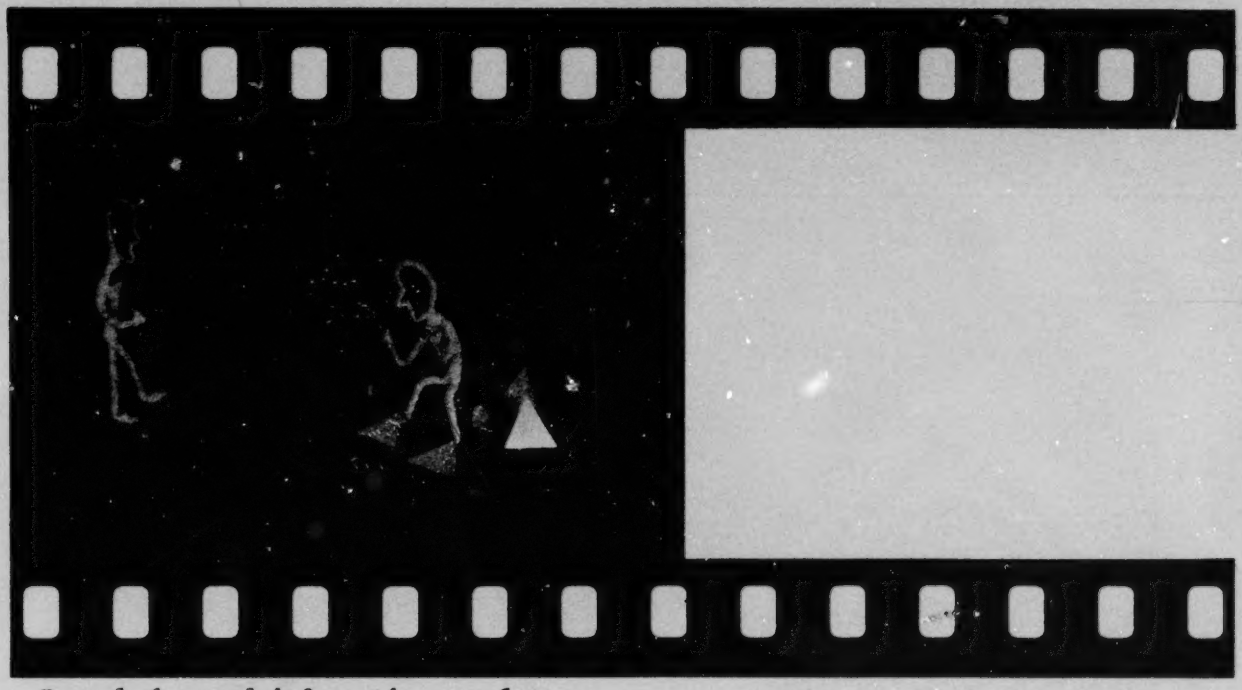
It is a disaster if the pace of development of mass media is faster than that of the socio/economic development which should create real opportunities for man to improve his lot. Sky high expectations of a new and better life are boosted and DEEP FRUSTRATION is the result because the social reality as yet excludes their realisation.

This is our working situation today. The big man has the communication INITIATIVE and is pouring out a surplus of information, BUT SOCIETY HAS NOT YET DEVELOPED CHANNELS OF COMMUNICATION THROUGH WHICH THE LITTLE MAN CAN TAKE INITIATIVES AND EXPRESS HIMSELF. There is virtually no FEED BACK from the little man.

We think we communicate with people, but are merely entertaining a pleasing parlour game of PSEUDOCOMMUNICATION.

From a political or socio economic point of view this is the situation of the Presidential Decree or the commercial information monopoly.





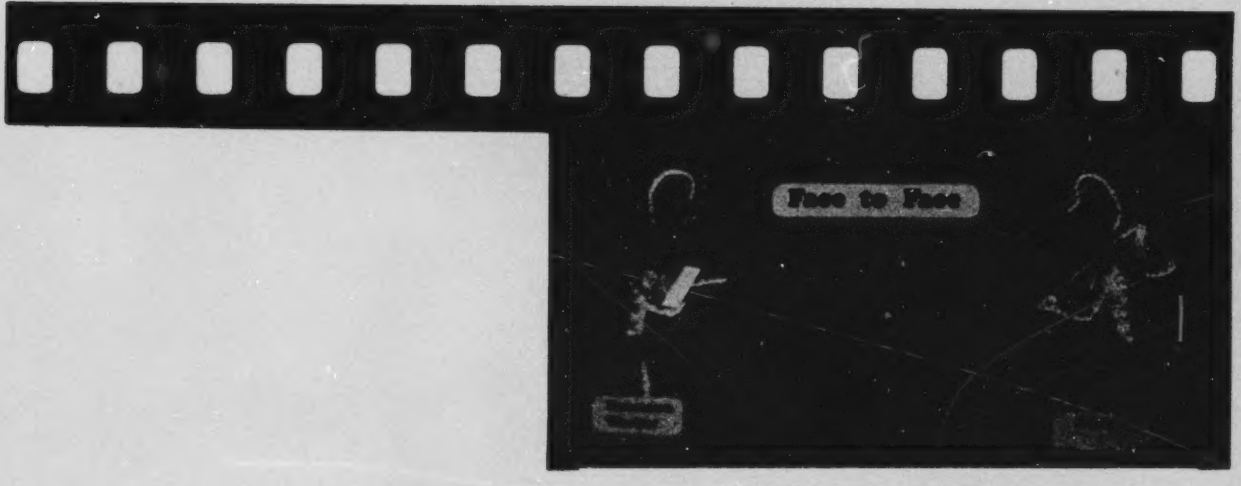
I used the word information surplus. By that I do not mean quantity only. It has to do also with what I call the QUALITATIVE ADEQUACY. The little man cannot UTILISE information which is carried by concepts of black circles if he lives in a socio-economic context of white triangles. Before knowledge can get across the concepts, the vehicles must be structured. This is something information people almost entirely forget.

But at the same time, psychological and physical distribution problems create the paradox of INFORMATION SHORTAGE. Vast numbers of people still live in that situation. They do not know that information is available, where and how it is available. In fact they may not even know what information is.

So, this is our working situation: We are the SENDER, the big man who ACTS, who controls information RESOURCES and takes information INITIATIVES. The little man is the RECIPIENT, who has nothing, who is supposed to REACT and who sometimes does not even know that we exist. Our working situation is in short a disgraceful situation and our problem is: How can we correct it ? What should it look like ideally ? What is for us a decent and just professional objective.

First and foremost we must realise: the little man is small only because his back is bent. We must see that he is of the same size as the big man. We MUST ACCEPT THE PRINCIPLE OF EQUALITY in THE COMMUNICATION SYSTEM.

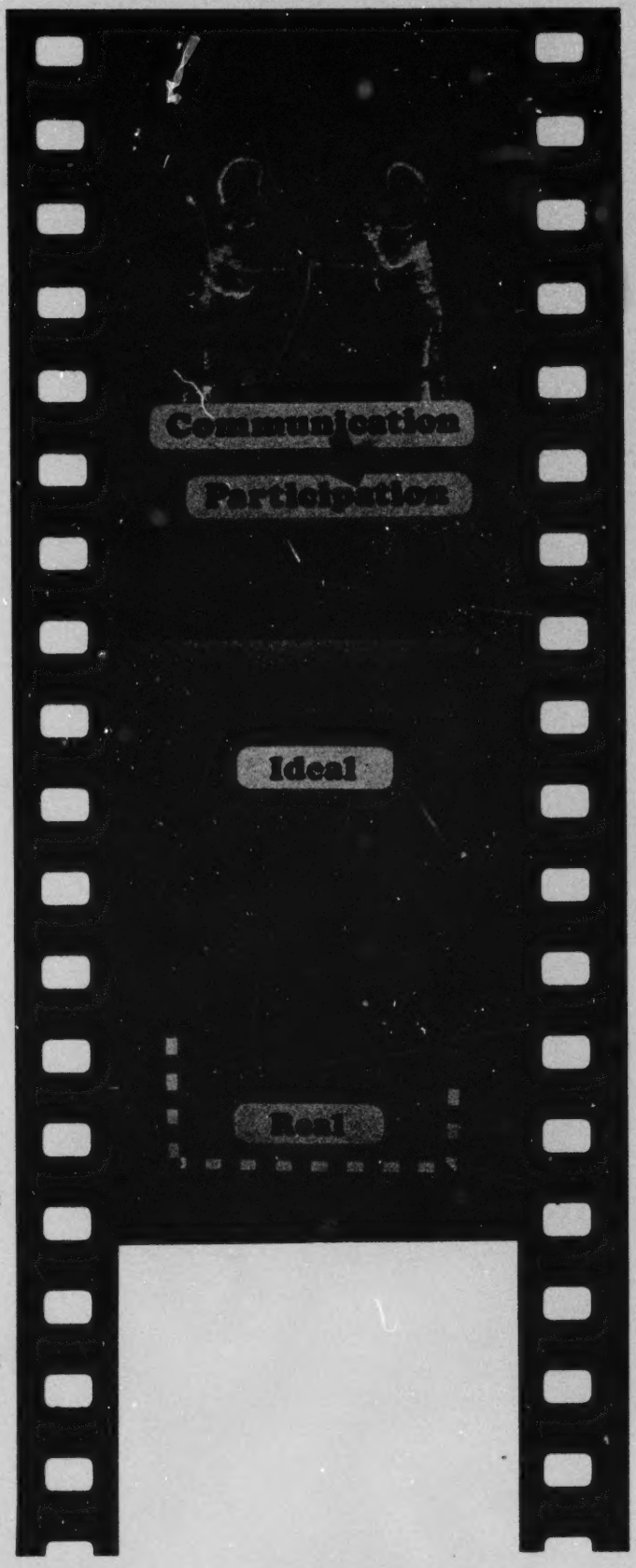
However, as a practical, advertising and communication man with years of field experience in Scandinavia and Africa, and under the cracking fire of the mass media, I cannot abstain from uttering a faint cry of faith in the FACE TO FACE communication. Although the extension worker/farmer or home visitor/parent situation implies a possibility for big/little man relationship - it also offers a unique possibility for IMMEDIATE FEED BACK and ACTIVE PARTICIPATION. The function of mass media is to SUPPORT the extension worker in this field situation.



This leads us inevitably to the principle of PARTICIPATION - and even EQUAL participation. There should be no sender and no recipient. Resources and possibilities for taking the initiative to communication should be equally distributed. There should be a continuous two way flow between human beings who have a will, and a will to act.

There is no need to embezzle the fact that whether or not a society succeeds in developing such a communication system is ultimately a political problem. But let me stress, at this seminar we are going to discuss the professional implications only - which are there certainly also in abundance.

HOW TO CREATE POSSIBILITIES FOR PEOPLES PARTICIPATION emerges then as one of our more essential professional problems. It has to do with how people perceive and pursue objectives in their lives.



As you see it on top, I have tried to outline the IDEAL situation of communication as an impetus for our professional endeavours, but we have to take our starting point in the REAL situation below - as it is for good or worse. We have to be pragmatic and realise that information activities will go on in this manner whether we want it or not and whether we participate in them or not. Our professional challenge here and now is: How can we contribute to and promote a development of communication activities towards a greater equality and participation from all members of our societies?

These are the basic models of thought from which the seminar originated and in relation to which the programme has been defined.

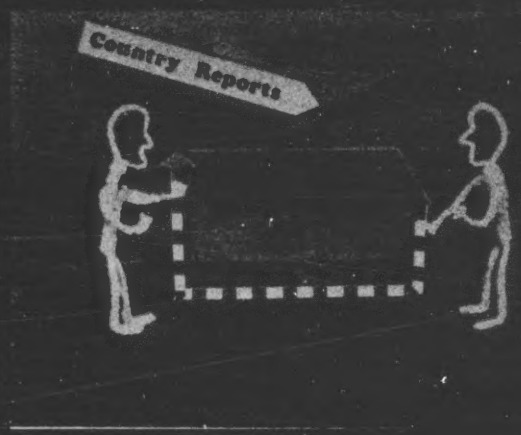
THE EDITOR'S COMMENT

(If the editor should comment on the reaction to his own introduction to the seminar, he would say that the discussion which followed was, at times, relevant and intense, but scattered.

There was an unexpected undercurrent of emotional resistance to the big man - little man concept.

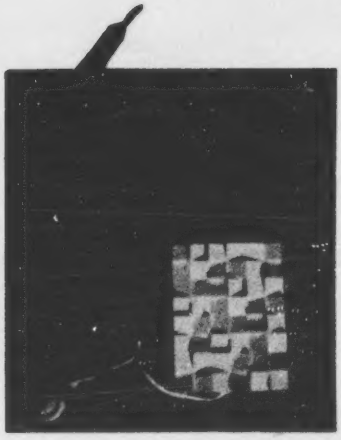
It is significant that a sigh of relief and consent went through the audience when one of the participants confessed to feeling most of all as a middle man - and that may well be so)

... in the following we shall go through the major items of the seminar programme. You will yourself tomorrow give us your experiences from the variety of communication programmes you are involved in, which I am sure will FRAME UP our total field of problems...



Programme Reports

Summary by
The Editor



Presentations by participants of programme reports from their countries, became, indeed, a ding dong race against time. 26 presentations and a lunch should be accommodated within 9 hours. The chairmen were ruthless in pressing the button of their tiny electric warning system. Achievements were oscillating. The air was charged.

More time should have been allotted. On the other hand, limitation promotes concentration and clarity. Many displayed their communication craftsmanship and wrought verbal masterpieces. What else should it be than an exercise in applied communication under pressure ?

The participants of the seminar were gathered from a wide variety of programmes and activities, but the intention was that they should have one common denominator. Their work should be basically communication oriented. 8 of them represented very naturally the general information services with responsibilities ranging from radio and TV to administration and planning. 5 devoted their time to agriculture and rural development in extension or training services. Another 5 had made public

health their field, catering for health education and training. Community Development, Nutrition and Freedom from Hunger Campaign had their forceful defendants. ECA, EAC, FAO and UNESCO was represented also.

In the report guidelines, which were sent out in advance, it was suggested by the directorate that the following information, inter alia, should be given:

A. Basic *socio-economic* and *demographic* background data relevant to the programme.

B. The definition of the communication *objectives* of the programme and a description in some detail of the *means* and *media* applied for reaching these objectives.

C. A detailed account of the most *important professional obstacles* encountered by the participant in planning and implementing the programme.

D. A description of the methods for control and evaluation of the programme.

The hope was that a deductive procedure would be exposed: Background data and surveys supplying quantified baselines, which again forms the basis for quantification of programme OBJECTIVES, which in turn lead to the description of MEANS AND MEDIA necessary for reaching the objectives - and, finally, ends up in an EVALUATION METHODOLOGY - by which the programme achievements, assessed in quantified terms are confronted with the objectives and a judgement is made as to the total performance.

The programme reports will be published in extenso elsewhere. This is not the place for a detailed description, but it is of interest to paint up at least some of the mainlines with a broad brush, however subjective the hand might be which holds the handle.

Many significant things were said about communication, but may be some of the things which were not said are also significant. It is understandable, although it is hardly desirable, that administrative problems are carved deeper in the skull of communication people, than the professional design of their work. The unison accounts of obstacles were raucous and heart-rending. Evidently communication activities can function only if they have an infrastructure to ride on. Lack of skilled manpower, lack of funds, lack of equipment, lack of maintenance, lack of all weather roads, lack of electricity was the overall picture of inability to reach the whole nation. Worry was also voiced as to other consequences. The enormous flow of foreign material, books, teaching aids, films, TV programmes etc., which is at best just unsuitable, but at worst destructive and alien to the traditional values. The cultural superimposition implied in the use of mass media was recognised.

MASS MEDIA

It is remarkable that when people think of communication, they start talking about mass media.

However great the faith was in mass media figures presented made it clear that the national coverages are still very far from total. In that perspective newspapers and TV play for obvious reasons a fairly minor role. Africa is oral, radio is the appealing medium. Still more booster stations, receivers and vernacular programmes are needed if the coverage shall exceed the 50-60% of the population which is now the level in many countries.

UNESCO, representing the UN family policy had a strong view in this connection:

" It has often been said that the mass media have been a failure in promoting development in the first Development Decade. The blame is put on the systems as well as on the media people. The UNESCO has been accused of paying too much attention to the quantitative part of the development in promoting the establishment of infrastructures, instead of concentrating on the messages.
The charge may be relevant today, where the infrastructures are in existence and ready for action, and where development policies are now being re-oriented and include communication as a vital factor. There is, however, no reason to renounce the concentration on infrastructures which took place during a period when it hardly existed outside the developed world. The abuses of the radio and other communication media also have a more political than structural background. The importance of reading materials for new literates, to be made available through production and distribution systems capable of catering for a mass public, which is so evident today, is one of the proofs of the need for infrastructures. Much more attention should still be paid to these needs today, on the basis of well-defined policies involving precarious decisions on how to use and how to maintain the media structures appropriate to any given society. If such attention is not paid, that society is bound to fail".

Some participants emphasised that it was a function for mass media like TV and radio to assist and support the worker in the field. As examples were mentioned the school TV - teacher and the radio forum - agricultural extension agent relationships. Disregard for mass media was also expressed. It was pointed out that comprehension of mass media messages is an acquired ability which is often not developed among village people.

The only solution was face to face communication. The administrator of a health education/vaccination programme stated:

" There appears to be no substitute for personal visits to the chiefs and elders of a village". "In the absence of an opportunity to convince every single member of the village, the next best thing is to convince the leaders, and this is the job of the advance men".

Another administrator in charge of the EAC metrication campaign also expressed his doubts:

" It has gradually become apparent to the Standing Committee that metric publicity is, in essence, a transfer of technical and technological information which can hardly be achieved via the preferred modus operandi of professional information services. Broadcasting information everywhere hoping that some of it will find use, has proved wasteful. Adopting a system which pushes information onto people, rather than one which responds quickly and precisely to the needs of an individual or a small group is bound to cause confusion".

But other voices were also heard:

" It is mass media more than books or even schools, which shapes the thinking of the people and which influences public opinion in any society. To a large extent, whoever controls mass media in any country controls the minds of the people of that country".

WHEN THE BUG HITS - 3 DIFFERENT GOVERNMENTS

All the technological obstacles left behind and the differing views on mass media left simmering, the LACK OF CO-ORDINATION of communication activities finally emerged as a major issue among the participants. The problem was projected to the top level planners and decision makers. Government ministers were blamed for thinking of communication only when the bug hits them - and then independently in such a way that in any one country the man in the village is left with the impression that there are at least 3 different governments speaking to him. One about co-operatives, one about crop rotation and one about pit latrines and what not.

THE NEED IS FOR A NATIONAL COMMUNICATION POLICY DEFINED ON HIGHEST LEVEL. This implies the recognition of communication as a professional tool and hence an upgrading of the profession and the professional advice. Higher priority rating and, above all, national co-ordination of all communication activities with the ultimate objective of mobilising people's participation in the development effort.

FEEDBACK

On this background, which is not entirely void of some pretentious professional embellishments, it is significant that issues like feedback, evaluation and control were almost completely absent in the presentations - in spite of the fact that they were asked for specifically in the guidelines. There was true enough in some a more or less explicit mention, but not much more:

" Evaluation has so far not been carried out properly due to lack of expertise to establish an evaluation unit".

Another:

" Feedback reports are conducted on a rough and ready basis the results of which can be misleading".

It was pointed out how easily Government could lose contact with the political reality because it was told what it wanted to hear about people's reactions.

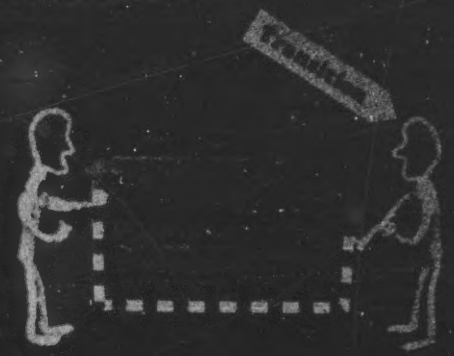
A single solitary soul voiced the view that:

" Feedback - and communication - is not a problem of methodology but basically a question of attitude towards our fellow man".

Another participant summed up the state of affairs very pointedly in this sentence:

" How do we evaluate and control the effectiveness of our media without the essential two way flow of information ?".

... then on Wednesday we shall start breaking our theme down on specific issues. A couple of lectures will deal with the key problem of transition and SOCIAL CHANGE in a rural as well as an industrialised society. On Thursday we shall complete the overall picture of change by discussing PUBLIC OPINION about development co-operation in Scandinavia...



New Knowledge in the Village

PROBLEMS IN INTRODUCING CHANGE

Written by
The Editor

Based on notes from
Dr A. Mafejes lecture

Transition, development, change - whatever the term we use, the social process itself can be described in many ways, on various levels and with different sets of concepts. If we find thinking in a continuum contemptuous, we can take a dialectic stance and polarise the concepts.
CENTRE-PERIPHERY can be a very fruitful terminology in describing the problems of social communication.

In any nation there are parts of the national life which occupy the centre and other parts which are largely peripheral, and the communication which goes on between these two points is deeply characterised by that condition.

Some people - and that is those in the centre - look at communication as a means to reach the other fellow. They believe they can solve the problem by developing certain techniques and methods and the purpose of their message is transfer of technology. Africans would know that relationships with the European countries involve just that and this is also colouring the internal development efforts in

the nations of the continent. The technocrats are in the centre. They deprive the communication system of a social sense. For them it is something they can manipulate. Theirs is the initiative. They IMPLEMENT their plans. The word extension service is used in all possible contexts in Africa. One may ask: Whose image is extended ?

The people who look at communication this way represent government policy, they command resources such as education money and political power. The system carries conflict and competition in it because it preserves the power relationship of just centre and periphery.

Another way of looking at communication is seeing it simply as a system of interaction between members of a society, be it in the centre or at the periphery. That approach reveals that there are many levels at which communication is taking place. The technocratic level is only one of them. There is also the cultural, ideological level and there is the organisational level. The latter is of more interest to communication people than any of the others, because their professional problem is how to CO-ORDINATE the various activities. Now, organisation always involves problems of authority - and in more basic terms it represents a power system. We are in other words back to the same problem. When we talk about communication we must immediately think of conflict and confrontation as being part of the system.

More can be said about conflict and confrontation. The way most of us are trained has made us attach very much importance to scientific or formal training. We think that our knowledge is better than that of the village people. There are many experiences from fieldwork which indicate that we are not justified in thinking so. Some tribes in Uganda burn the vegetation at certain times of the year in order to make the soil suitable for sowing. The agricultural extension people came in conflict with them because of that, saying that it was destructive to the soil and dangerous as the wind could create bushfires. But the people insisted on their practice.
Later the agricultural extension service discovered that people were actually right. Test growing showed clearly that soil which had been burnt gave a yield which was much higher than other soil. They discovered that physically something happened to the molecular structure of the soil when its temperature was raised up to a certain level at certain times.

There are other examples also. The point is that the villager often is unable to explain what he knows in technical terms. All he knows is that it works. Therefore, one must make a distinction between knowledge that is testable in the scientific sense and sound knowledge that is acquired through experience but cannot be tested in any particular way.

And it is important that we realise that this kind of thing can happen on all levels. The regional level, the national level, the international level. Not only on the local level, the village level as in this case. These levels determine what we call knowledge or even new knowledge. What is old knowledge in the centre may be new knowledge in the peripheral village. What is new knowledge in an underdeveloped country may be old knowledge in the developed countries.

There is good reason to believe that what we call new knowledge is just a kind of ideological mystification by the educators in African countries and by the ideologists. They keep the centre-periphery relationship the same and develop new techniques. We should ask: Why communication ? For whose benefit ? If we want to communicate with a fellow in order to press him or exploit him he has got every right to refuse to communicate with us. Therefore, any assumption that communication is always good, is completely mistaken.

Knowledge and transfer of knowledge is always undermined by certain cultural and ideological functions. There are situations where a person can avoid being undermined by cutting off communication, because he does not accept the content of the message. This has to do with competition and conflict. Both internationally and nationally there is competition, between power groups for economic, cultural or political control. The European countries, for example, communicate with the underdeveloped countries in such a way that they get more out of it than the latter. There are statistics to prove this. In many of the nations of Africa today we also find that the terms of communication are not settled, and there is a breakdown in communication in the form of political unrest and civil war. This is the case on various levels. Everybody competes for the control of resources, prestige and status. In some African countries they prefer huge central hospitals with glossy operating theatres, to the simple preventative fighting in the bush against bilharzia and all the other diseases. Such things are just the prestige of a few white coated doctors who think in degrees. It is very doubtful that administrators can be neutral in this competition which determines the flow of resources.

When we talk about communication we must again and again ask - for whose benefit ? And, how do we define our own role in the process ? Independence often leads to a more positive relationship between the centre and the periphery in African countries, but there is still a long way to go. It is very unlikely that those who have wealth, education and control of services in society will forego these advantages in favour of somebody who has no power.

So instead of talking about communication, about transfer of technology, training etc., one should talk more about how to raise the level of real capital in society.
And that means something else than accumulation of money - it MEANS THE CAPACITIES OF MEMBERS OF A GIVEN SOCIETY TO DEAL EFFECTIVELY WITH THEIR ENVIRONMENT.
If we assume for a start that people who have tried to deal with an environment for a while, have accumulated certain experiences in doing that, we will realise that we are not dealing with a situation where there is absence of knowledge, ideas and schemes. The problem is how to develop these things to a point where people become SELF-SUFFICIENT in the modern context. It is in other words not the question of displacing what is there, but to seek ways of promoting what is there in such a way that it can cope with the problem in a modern society.

Now, this view has certain implications. A prerequisite is a thorough knowledge of what peoples needs are in terms of a specific situation. But an administrative approach, taking decisions for people is doomed to failure. People will not agree and follow willingly if they do not identify with the programme. The clue is peoples personal INVOLVEMENT.

Very often politicians and administrators take decisions and make agreements over peoples' heads, for example, an aid agreement for a specific project between a foreign government and the national government. And what they try to do then is to manipulate the villagers to agree to decisions already made ! This happens

repeatedly and is due to the centre-periphery structure. There is this structural contradiction in many African countries. It is, in fact, in a way the very problem of underdevelopment. Unequal access to resources has lead to different levels of development as far as knowledge is concerned. Very much depends on the attitudes of the people in the centre. They have an interest in securing their position and getting more things for themselves, but also they have an obligation and duty to help the underdeveloped categories. The problem is certainly a difficult one. One of the things that seems promising is the concept of MOBILISATION. In some way people must be organised and mobilised but in doing so you must know in advance that you will be giving people power which may challenge your power position. Transfer of greater power from the centre to the periphery, creation of opportunities for everybody to participate in decision making, is a prerequisite for development.

So actually communicating new knowledge to the village is not the problem, the problem is the relationship between the centre and the periphery - and our definition of ourselves as communication professionals in relation to that. A pertinent and concrete question to administrators and politicians is the following: What arrangements are you making for transfer of greater power, greater autonomy to the periphery, so as to regress the imbalance between the overdeveloped centre and the underdeveloped periphery ? And if you are accepting foreign aid have you carefully checked the implications ? Is it defined within the concept of development which refers to things only, or to the human conditions ?

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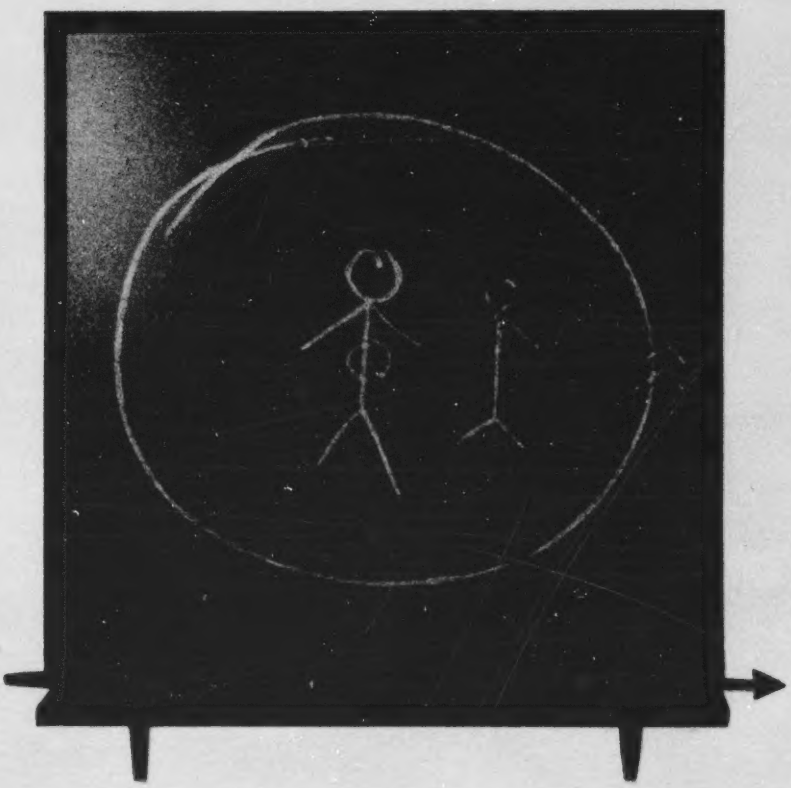


THE EDITOR'S COMMENT :

Somebody drew this on the blackboard to remind us that concepts are verbal conventions. Some like that label and some like the other. We should preferably agree on the definition of the content. Centre-periphery, big man - little man are two different ways of describing the same thing. And the middle man is in the picture also of course but he is not very dialectic, if he exists.

Communication and Change

IN THE DEVELOPMENT OF SWEDISH SOCIETY

Written by
The Editor

Based on notes from
Professor Staffan Helmfrid's lecture

Societies are probably always in a state of transition. The pace and appearance of the process may differ at times from the imperceptible to the revolutionary. But social change is always taking place and just as much in Scandinavia as in Africa.

In this process of change communication or diffusion of innovations play an important role. The cultural geographer is interested in studying such diffusion processes as spatial patterns.

One can, with some justification, say that the concept of development stands for a process of social modernisation and change from mainly subsistence agrarian economies to economies characterised by industrialisation and commercialisation.

In other words the change which is happening in Africa today is very much the same type of change as that which started in, for example, Scandinavia 100 to 150 years ago through the introduction of land reform, mechanisation and a series of other innovations.

There are certainly reservations to a comparison of this type. One can hardly consider, to be specific, the development in, for example, Sweden as a FORECAST of what is going to happen in Ethiopia or Tanzania. But interesting parallels may be discernable if we make a projection of the events.

There are particularly three events which seem to have been of major importance for the process of modernisation. 1) Land reform already in 1750, only Britain was ahead in that respect. 2) Introduction of population statistics which promoted the general understanding of population problems - and linked to this also introduction of vaccination against smallpox. Finally 3) Introduction of compulsory schooling.

The foundation of the agrarian development was laid in England before 1700. British agriculture was technically far ahead of the rest of Europe. Foreigners studying in England and English experts teaching in other countries spread the new techniques.

Who does not recognise the key words: land reform, population statistics, vaccination, education, experts, new techniques in today's development discussion ?

Sweden was the first country to follow England in agricultural reform. The objective was radical: dissolution of village communities and total redistribution of highly parcelled land property. The effects of this upon the landscape are twofold: 1) Soil is reallotted in order to create a) better arrangement of the farm unit b) convenient size of farms, and 2) Redistribution of farm buildings - generally dispersal from nucleated settlements.

The consideration behind the introduction of the land reform ideas at that time were basically economic. It is interesting to note that the background was a Sweden full of reforming zeal. It was the "Time of Freedom", a time of reconstruction after the devastating Big Nordic War which ended in 1721. A feeling of independence prevailed and public debate flourished. In fact, the modern parliamentary system developed in this era.

Again one may ask if there are parallels to events in Africa.

The land reform ideas were introduced in a script called: "Report on possibilities of improving economy in Sweden". The main point was the inconvenience of interspersed parcels, which were detrimental to a sound transportation and cultivation economy on the farm. One piece of land for each farmer was the slogan. A repartition was required to be carried out if one landowner in the village wanted it, even against the will of the others.

It is interesting to note that the farmers very often refused this land reform saying that they had never wanted all tilled land assembled into one piece for each farm. They preferred several pieces distributed according to the quality of the soil.

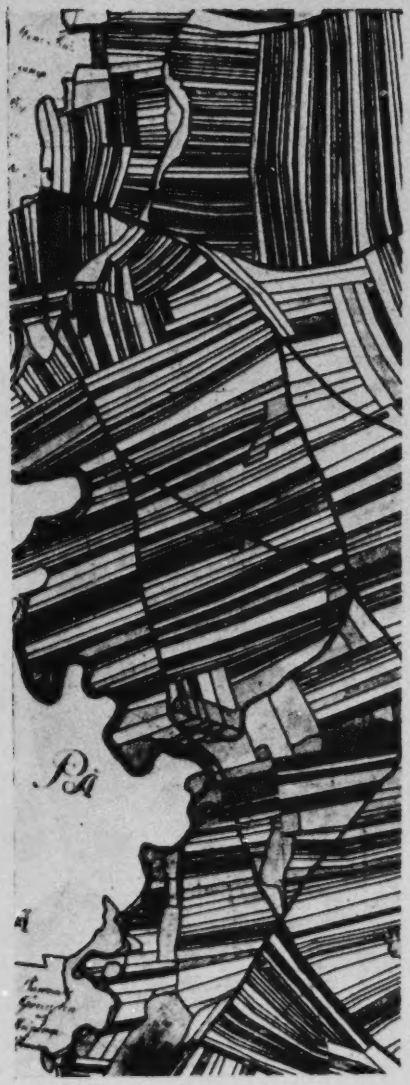
As a whole this first Swedish attempt of land reform was of relatively slight geographic or economic importance. Its historic importance was the propagation of new ideas thus preparing the Swedish peasants for further reforms.

From the centre-periphery point of view it is significant that the attempts of reform succeeded best where the big landowners and The Crown were involved. This was a big man/little man relationship, indeed. They served as initiators for the reform movement. The royal estates particularly were the innovators. Villages with several part owners and above all those with peasant landowners could not come to an agreement.

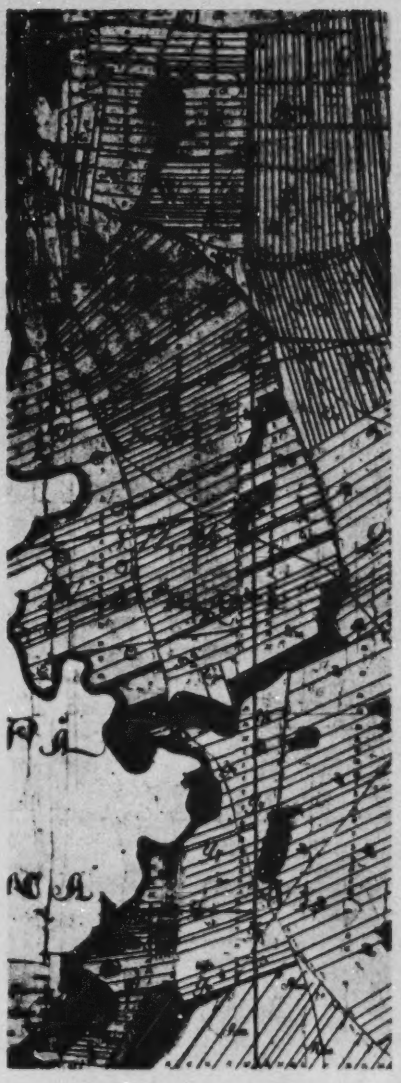
When one studies the total effect on the cultural landscape of this reform one can conclude that its practice tended to be a generally slight reduction in the number of parcels for each farm - a rather unimportant rationalisation of the traditional pattern of intermingled parcels. This meant that compromises were dictated more by the conservatism of the peasantry than by the reforming zeal of the state authorities.

Nevertheless, new ideas had been communicated and the peasants had been prepared for further reforms. The old ownership system had been broken down, the sanctity of old boundaries was set aside, and it could be proved that reform must not be followed by loss of the traditional independence and freedom based on land ownership.

Although the land reform movement was characterised by certain drives in the years to follow it was also a continuous process. A fact which is not always recognised is that the greater part of Sweden did not have its old pattern of village communities destroyed until late in the 19th century - and that coincides with the time when the spreading of "modern" agricultural techniques gained a real momentum. First at this stage did the reform mean obvious advantage economically or technically for those who cultivated the soil. One effect of the land reform in Sweden was the immense growth in the area of ploughed land. In 1800 it was 0.8 million hectares and in 1910, 3.7 million. Thus the reform had put agriculture in a very favourable situation for the mechanisation and market production which was to follow.



Map from "Stora Köpinge" in Sweden before the first land reform attempt around 1770. The enormous number of long and narrow interspersed parcels is indeed visible.



From the same district at a later stage, around 1808. Some rationalisation of parcels have been achieved.

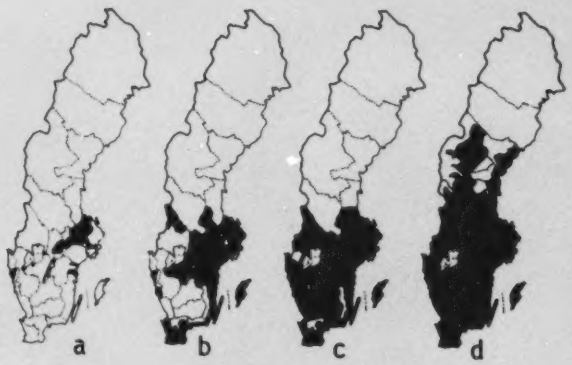
Finally, around 1915, the character of the farm landscape is drastically altered with farmsteads and arable land in a unit. The process had taken 150 years and is still going on in many places.

REGULAR SPATIAL PATTERN OF DIFFUSION

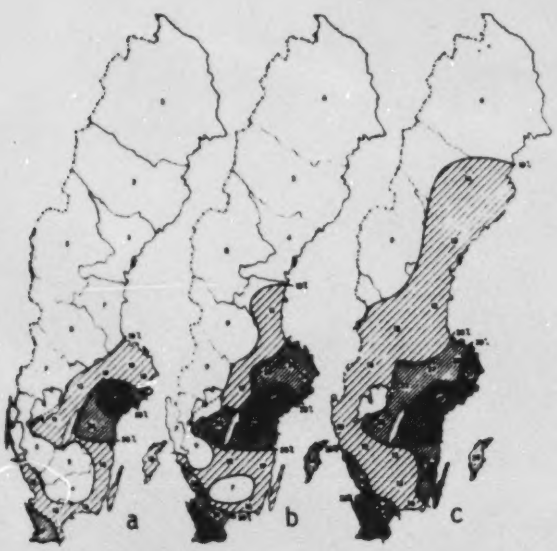
The diffusion of innovations like these various stages of land reform followed a very regular pattern geographically. This pattern seems to be valid for all types of innovations and represents in a sense a geographical forecast of a diffusion process seen over time.

The concept centre-periphery can be used in many contexts, culturally/mentally, geographically etc. As far as the geographical viewpoint is concerned there is hardly any doubt that development to the extent it is defined as diffusion of innovations, is a centrifugal process starting in one or two centres and gradually spreading itself towards the periphery. In Sweden one of the centres is the area around Stockholm, the capital and another is south west in Skåne, a very natural result of proximity to the European continent.

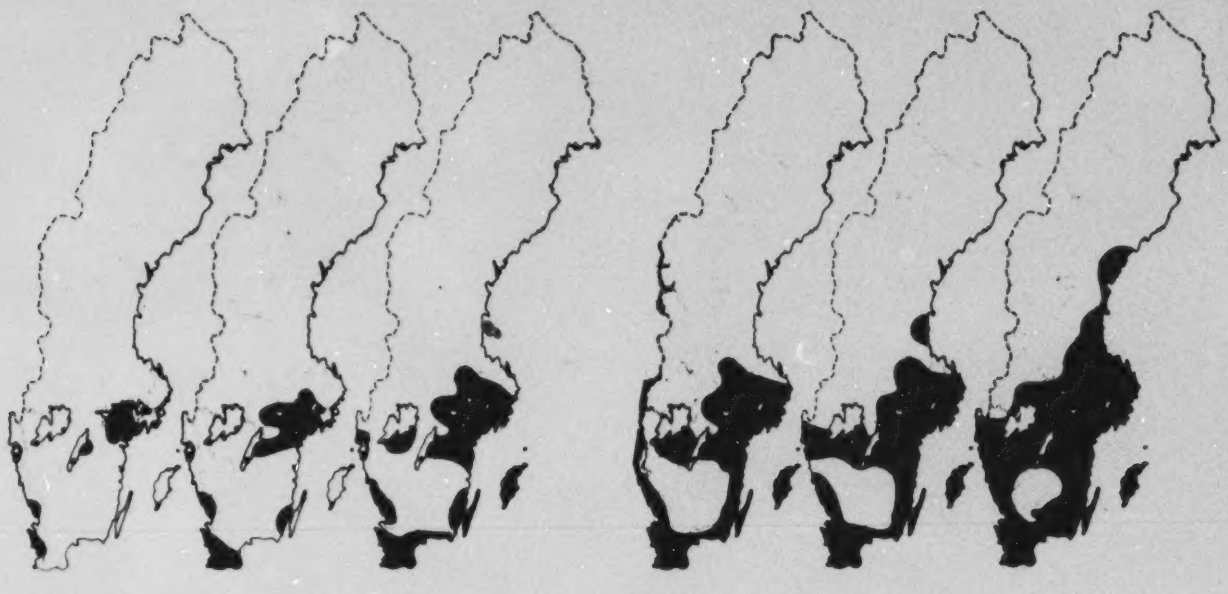
As the illustrations indicate the pattern in Sweden is remarkably regular and stable. The process of diffusion seems to go the same way today, in spite of, for example, the influence of mass media. In olden days the decisive vehicle of communication was certainly the personal contact and the personal example. The bigger more outward looking farmers took on the innovations first and were successful. From them it spread to the smaller peasants. This is very much the same as the use of field workers and model farmers in today's agricultural extension in Africa.



Regions in which more than 90% of the farms had a TRACTOR in 1961 -
a) farms the size of 10-15 hectares
b) 15-20 hectares
c) 20-30 hectares
and d) farms from 30-50 hectares.



This shows the diffusion of an innovation like cattle control stations. Percentage of cows registered at the stations
a) in 1927
b) in 1937 and
c) in 1951.



Field of operation of stations for artificial insemination of cattle. Expansion from 1944 to 1954.

Distribution of health insurance offices from 1850 to 1885. The site of each office is surrounded by a shaded area with a radius of 25 kilometres.

One certainly has to regard the patterns with reservations, they are determined by a complexity of factors. Population distribution, infrastructure etc., are of importance for the interpretation. So are also purely statistical considerations. But this does not interfere with the simple fact that such characteristic diffusion patterns probably can be identified in all countries.

Knowledge of the patterns and the factors which determine them should be of particular importance in developing countries where the national planning is so much concerned with the centre-periphery problem - with centralisation or decentralisation of rural development work. Intensive development areas are now established concepts in many planning ministries. What is the relationship or what should the relationship be, between the geographical and chronological definition of such areas and the typical national pattern of diffusion ? Are national planners aware at all that such a pattern exists ? Is this knowledge a possible tool in applied communication work ? How would the pattern look in Kenya, Uganda or Ghana ?

For the communication professional many options are open on this background. He can articulate views on the desirability of such a diffusion process, he can counteract it. He can also define in a meaningful way, functionally and ethically, his professional role in a process which is going on inexorably whether he asks for it or not.

TV is no exception. Here are the mean value maps showing the relative distribution of TV ownership in Sweden at different times, starting in 1954 ending in 1964.

Information Activities

ABOUT DEVELOPMENT CO-OPERATION IN DEVELOPED COUNTRIES
- ATTITUDES AND PUBLIC OPINION

There are many indications that the public in developed countries are underdeveloped in their attitudes towards development co-operation and the developing countries. So, also in that end concepts have, like transition and social change, a justification.

And the need for change is largely recognised locally. Information about development co-operation in the developed countries themselves is certainly an important aspect of development communication in general, but few people realise the extent of this work. African officials, for example, are probably as a whole, ignorant about the extensive efforts made in Scandinavian countries to keep the public informed about development work in Africa and to create favourable attitudes to a continuation and expansion of co-operation in such work.

One of the serious obstacles in this connection is undoubtedly the lack of communication by Africans about Africa to the Scandinavian countries. As it now is,all information is screened through touring parliamentarians or "scholarshipped" journalists who sometimes have a predilection for catching the failures and who are always in the glaring light of reality taking on their donor-coloured spectacles.

If two-way communication is taken seriously, this is a job for Africa herself. And why not for ECA?

How serious the situation is for development co-operation was illustrated in this session by Mr Leif Vetlesen, Head of NORAD's Information Division in his presentation of development information work in Norway. He stated, amongst others: "I think, Mr.Chairman, that far too little is known in the developing countries about the opposition to foreign aid among the common man and woman in the donor countries - that foreign aid is a very heavy political burden to carry for any government, at least in our Nordic countries".
And he continued:

" And of course the solving of the problems on their own doorsteps is uppermost in the minds of all peoples, and always will be.

Ourpeoples'attitude to foreign aid is, of course, greatly influenced by the use the aid is put to and the results created. In short: Our people also pose the question : Does help really help ?

And when our public read in the papers that India and Pakistan spend more money in a week on a war between themselves, than the sum total of Norwegian aid to these two countries over the last 10 years, they of course react.

> And when Uganda who for years has been asking Norway to supply her with doctors and teachers, suddenly decides to kick out hundreds of people belonging to these professional categories, it doesn't make sense to them.
>
> It is therefore no easy job to be entrusted with the task as Bo Kärre and myself are - to underpin public support for our foreign aid policies.
>
> Still the results of our opinion poll show that 72% of the Norwegian people between 17 and 74 years are basically and out of mainly purely humanitarian reasons in favour of giving such aid.
>
> This does not necessarily mean, though, that they support the present aid policies of our Government"

Mr. Bo Kärre, Head of SIDA's Information Division, gave an overall view of the extensive development information work in Sweden, which in 1973/1974 is expected to take an investment of 10 million Swedish Crowns. Like in other Nordic countries the short term objective is to secure public support for the 1% of GNP channeled out to development co-operation. The long term objective is to internationalise more or less the Swedes.

But these objectives do not overshadow the general objective of giving the taxpayers the impartial information about development co-operation they rightly claim.

These presentations of development communication activities in Scandinavia shall not be further reported here, nor shall we include Dr. Stig Lindholm's presentation of his " The Image of the Developing Countries - An Inquiry into Swedish Public Opinion". His work was published already in 1971 by The Dag Hammarskjöld Foundation. It is justified to say that it confirms thoroughly that public opinion will be one of the most decisive factors for the future of development co-operation. And Dr. Lindholm projects this value judgement, which may be considered a guideline for future communication efforts:

> " If it is desired to create in the citizens of a country a positive attitude to development aid, this attitude must be based on the fact that the citizens themselves have come to the conclusion, after making a deliberate analysis of the available information on the world situation, that the development - aid activities are in line with their own interests"

Again is an implicit premiss surfacing: There cannot be any genuine communication without PARTICIPATION. People are not really interested in development co-operation because they know so little about it and because they perceive themselves as unable to influence the way of the world. It is significant that those who criticise development co-operation - are also the true friends of development co-operation. They have some knowledge about it and it is easier for them to perceive it as being WITHIN THEIR FIELD OF INTEREST.

Knowledge is a key word. Dr. Lindholm reported that he had expected teenagers to have more knowledge on the issue - but this was not the case. To that one of the participants had a comment which may be standing as the next step:

The knowledge is in their legs, they are out dancing !

The Editor

... from a description of the social conditions we advance into the function of communication in the change process. Models as tools you can apply in practical work will be discussed by two lecturers. We shall deal also with INTERNAL COMMUNICATION, the crucial management problem. This will pertinently be further expanded on in lectures on communication in Civil Service - and with foreign experts...

Models of Communication Processes

TOOLS IN PRACTICAL INFORMATION WORK

by Chris Ottander

A systematic approach to communication involves an analysis extending from the project objective to the evaluation of the outcome. The analysis of the project objective includes the important question whether the objective can be achieved at all with the help of some form of communication, i.e. IS IT A COMMUNICATION PROBLEM ? It is quite common to exaggerate the role and effects of communication - probably because a communication solution appears to be easier and/or cheaper. Two examples may be cited: traffic-safety campaigns and information about narcotics and other drugs. In both cases, mass communication has been heavily used, often in isolation from other instruments of change and the effects have been very small. Thus, the first question to answer is whether the objective contains a communication problem.

The planning of an information campaign - whether it relies on the mass media or on personal communication channels - is preceded, followed up and concluded by communication analysis. As a basis for the analysis, it may be well to remember that communication/information alone cannot as a rule (a) change people's attitudes, interests or behaviour or (b) change people's attitudes, interests or behaviour to a substantial extent. Provided personal communication occurs at some stage, it is relatively easy to (a) reinforce existing attitudes, interests and behaviour and (b) accelerate the velocity of change, provided that the attitudes and the behaviour have started to change.

If the total amount of communication/information is increased, one effect (apart from those related to the content) seems to be an increased susceptibility to change, i.e. communication appears to be one of the factors initiating a modernisation process.

A communication analysis must be carried out within some frame of reference, i.e. there must be a conceptual scheme, in terms of which the actual project is discussed. It is here the communications models come in. As yet, they are not to be regarded as alternatives but rather as complementary devices to fit either different purposes and/or different situations.

It may be convenient to distinguish four different types of models:

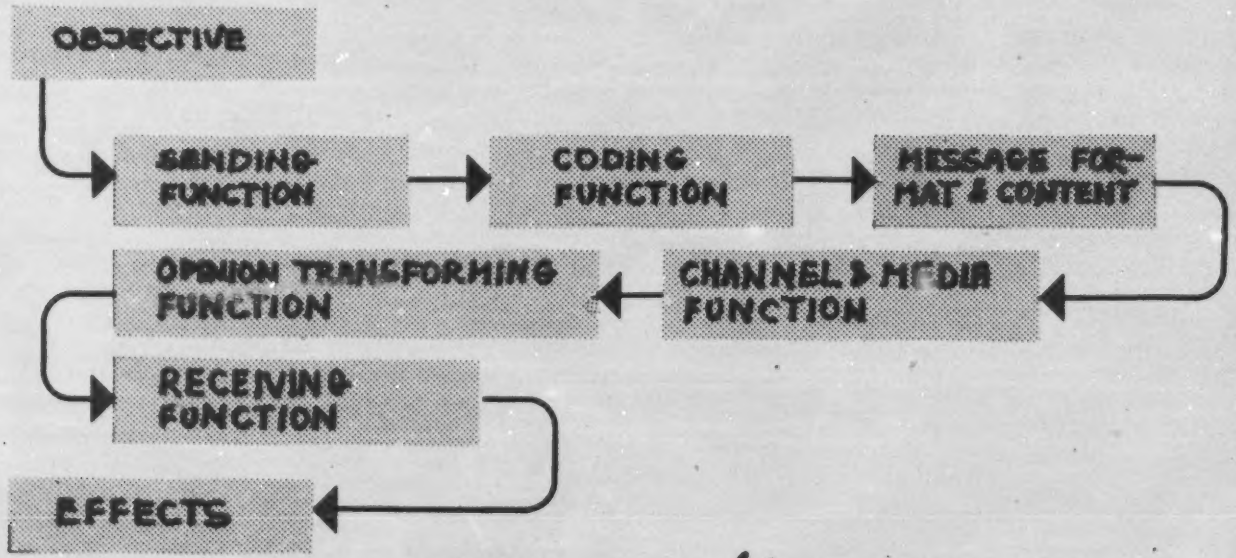
1. Sender models,
2. User models,
3. Situation models,
4. Play models

These four types of models differ in four respects:

a. Their purpose.
b. Their conception of cause and effect in the communication process.
c. Their conception of the essential characteristics in the communication process.
d. The kind of communication situations they describe.

SENDER MODELS

The sender models are the oldest and their purpose is, first, to describe the essential functions in the communication process. Secondly, they provide a good tool for the planning and execution of an information campaign, i.e. they serve as a checklist. The functions or tasks distinguished in the model need not uniformly be carried out by a certain person, office or technical equipment but should be regarded as tasks to be solved. In a simplified paradigm, the model may be summarised as follows:



As is evident, the model assumes that the cause-and-effect flow goes from the sender to the receivers. As a consequence, it is common to dwell too much on the message content and format stages and the channels and media-selection problems. The receivers are sometimes underestimated and regarded as passive. The communication problem is often regarded as a problem of allocating resources and of technical production and distribution. This dilemma may be seen in the early radio and television studies, in which content analysis predominated and in which it was thought, for example, that the effects of television pictures were the same thing as their contents.

Although the model may describe the order of planning and production, it is not at all certain that it describes the communication process as such. But it is true that the model describes some types of communication situation. Public announcements of new laws or regulations and the introduction of new products or services are examples of situations which the model describes.

USER MODELS

A number of studies on the diffusion of new agricultural procedures have shown, however, that receiver groups are often more active and selective in their behaviour than has been assumed. This is also true of communication areas where the level of public knowledge is high. Take, for instance, people's behaviour in purchasing food or shoes. The receiver groups think that they know what they ought to know and they thus handle commercial or public information quite independently of sender objectives. THEY know which person to ask for advice. THEY know what channels are reliable and what messages are trustworthy. THEY have quite clear notions about what sender to believe and what sender to disregard. The flow of cause and effect is reversed. The receivers are regarded as the active body; THEY determine the communication process.

If we work within a sender model, we naturally try to locate and describe our receiver groups, but this is not enough, according to the user model. We must also know THE RECEIVERS' OWN OBJECTIVES. What are they striving for ? WHY do they want my information and to what ends ? What kind of questions are they asking ? What mediating groups do they listen to, believe in and ask for advice ? Thus, whether or not an information campaign is going to succeed depends on the ability of the planners to " get under the skin" of the receivers and to understand their problems. Information is not an end in itself. It must fulfil the objective of the campaign AND the objectives of the receivers - otherwise it is just a waste of time and energy. According to the user model, we may say - with a little exaggeration - that the heaviest investment should be made in receiver-group investigations.

Typical situations in which user models are applicable are those in which social mores, religious beliefs and habitual behaviour are at stake, i.e. most of the work of modernisation.

A very important aspect of the user model is the necessity to deal with the sender's convictions and beliefs about the receiver groups. (The sender is one of the users of the campaign). In development work, it is often necessary to spend a great deal of time and effort on educating the sender (for example, a ministry or government agency) as to why the knowledge of receiver groups is so essential, before one goes into the actual planning stage. If these efforts are not made, there is a risk that the sender will resort to coercive techniques if immediate results are not forthcoming from an information campaign.

SITUATION MODELS

In the situation models, the frame of analysis is widened further. The outcome of an information campaign is often determined by factors in the receiver's actual situation. This situation may be very narrow or quite broad. A narrow situation may be one that determines which brand of beer a person chooses. One brand may be chosen together with the chaps at the pub and quite another brand may be bought at the grocery store for drinking at home. Broad situational factors like the prevalence of a bear or bull market may determine people's plans to invest in capital goods or in education. Thus, in the communication analysis it is sometimes necessary to analyse and describe THE OUTER SITUATION in which the sender and the receivers appear. Does this situation affect the communication process ? Carrying on an information campaign about nutrition at election time may, for instance, induce a political interpretation on the receivers' part of a message that appears to be quite outside the election propaganda.

PLAY MODELS

The play models point to the fact that all communication messages can be consumed either seriously or as a pastime or an entertainment. The sender is seldom certain about the actual consuming set his receiver groups have at a given instant. What is known is that people change their sets from time to time and that the same message may be consumed by the same receivers either seriously or as entertainment. One common solution to this problem is to "sugar-coat" each message, so that it also serves as entertainment. In the long run, this is a dangerous technique, as people are gradually induced to regard things in the easy way. An alternative is to try to adapt the messages in time and content to those situations in which people have been taught to be serious. The front page of a paper is more serious than the sports pages or the pages where the comics are (but it is true that more people read the comics than the front page). The play models also point to the fact that the final formulation of the message is in part an artistic problem and to the fact that there is both serious art and entertaining art.

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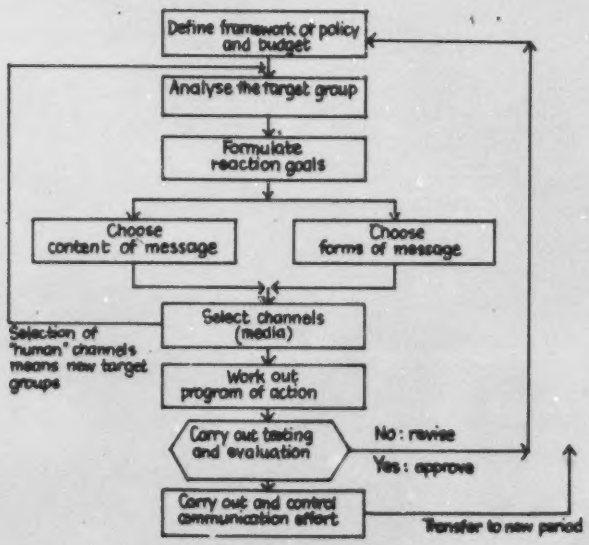

Define framework or policy and budget
Analyse the target group
Formulate reaction goals
Choose content of message
Choose forms of message
Select channels (media)
Work out program of action
Carry out testing and evaluation
No: revise
Yes: approve
Carry out and control communication effort
Transfer to new period
Selection of "human" channels means new target groups

THE EDITOR'S COMMENT :

There are about as many models of communication processes as there are communication people. Some are very theoretical and more artifacts of remote sophistication than tools for practical work. But some are simple enough to be useful in problem solving.

This is another model which gives a generall overall operational view of a communication campaign. It can, in fact, serve as a check list.

A Model for communicating Home Economics Information

REACHING AND TEACHING WOMEN BY RADIO

by Jean Fewster

In considering models of the communications process as tools for practical information work, we are again, in essence, looking at some of the major communications problems in development programmes - questions such as :

- what is the best way to introduce a new idea to a family or a farmer or a village ?
- what are the factors that will speed up the diffusion of new ideas to families, or farmers or villagers ?
- what are the barriers to the acceptance of these new ideas ?
- and what effect will the new ideas have on the families, or farmers or villagers who adopt them and on the village itself ?

Before we examine one simple model of the communications process as a tool for practical information work, we need to remind ourselves that models serve only as representations, to help explain how something works - in this case a process and the relationships within that process. Considering how complex the whole idea of process is, perhaps also we should discuss what we mean by communications process. Then we'll look at a relatively simple model that attempts to identify some of the major elements that are common to all communications situations.

A process we know is something that shows a continuous change over time, a phenomenon that undergoes a continuous operation or treatment. Probably the best description of the concept of process was given by the philosopher long ago who suggested that none of us can ever step into the same river twice: each time we are different and so is the river.

In accepting this concept of process, we know then that it is dynamic, on-going, continuous and ever changing. It doesn't have a beginning or an ending, with a fixed set of events in between. It is not static but moving. And, further, all of the elements or ingredients within a process interact, with each of them affecting all of the others.

This then is the process nature of communications. It is made up of a large number of ingredients, each interacting with the others. It is dynamic, on-going, ever changing. But when we talk about the process nature of communications, and try to illustrate it with a model, we face a couple of major problems. First, in order to take a close look at the process, we have to somehow stop its movement. A parallel might be the manner in which we photograph a still picture. The result is just a piece of the action. And while the picture may be useful for studying, or as a reminder, we must remember that the camera did not reproduce everything that was happening when we took the photograph. Also that the action continued after we took the photograph. The picture then becomes a reproduction or representation of part of an event, but is not the event itself.

Similarly, in trying to talk about the communication process, illustrated with a model, we need to keep in mind that what we are doing is freezing the action for a moment in time, as though in a flash photo, in order to examine the elements in the process and some of the ways in which they interact with one another.

Another problem in examining the communications process is the very language we use - the labels we give to the various elements and the manner in which we discuss how these elements seem to be operating. Perhaps this is fairly obvious, but it's as well to acknowledge these inherent limitations at the beginning of our discussion of the communication process.

As we discuss the communications process, we need to remind ourselves also that although communications research has isolated some of the necessary ingredients, we probably don't yet even know all of the ingredients involved and how they influence each other - that's the challenge in communications research. But, the opportunity to examine some of the known elements or components and how we think they interact, helps us certainly to appreciate the complexities in communicating, and spurs us on to try to work more effectively in this important field.

In earlier days, people spoke rather glibly of communications as though it did NOT have a process nature. Those were the days of the old "hypodermic" approach, when communications was thought to be as simple as immunising is today. A communicator simply filled up the hypodermic syringe with the vaccine, or message, pulled the plunger, with an article or radio broadcast, and presto - the poor old audience was injected. Communications was a one-way effort with unquestioned effect. Communicators, it seemed, simply spent their time giving other people the proverbial shot in the arm. It was as simple as saying that a communicator first did A, then B, and then C happened. And some people today still speak of communications as though it was this simple.

The hypodermic approach is fairly evident in writings about the mass media particularly, and not too many decades ago either. At that time, both those who praised and those who criticised print media and the electronic variety, radio and TV, seemed to imply that getting the public to act, whether in terms of increasing knowledge or participation, or even in being entertained, was as simple as preparing an article or a radio or television broadcast.

The myth of this supposed hypodermic effect was exploded when communications research showed that whether or not communication or a communicator is effective depends on a complex number of factors, in a complex process, with only some of the factors under the control of the communicator. In the interim, reams have been written about the effect of advertising on consumers, or of television on children, or political campaigns on voters. But also, reams have been written about the effect of consumers on advertising, of children on television and of voters on election campaigns. So too, much has been written about the effect of communication on development, and of development on communications.

Now, with this understanding of the concept of process, let's take a look at some of the ingredients of the communications process - the elements or components that seem to be necessary, if not sufficient, for communications to take place. We will want to look at WHO is communicating, and HOW and WITH WHOM. We will want to look also at WHY the communicating is being done and ask indeed if there was an effect. We will look also at the interrelationships between these elements, the influences of each upon the other.

The simple model we will look at can be useful in a variety of ways in our everyday work as communicators.

It can be used by: individual communicators and by groups involved in planning and directing information programmes.

It can be used for: mass media, group communications and person-to-person communications.

It can be used as: a framework for planning programmes
a checklist when implementing programmes
a diagnostic guide when trouble shooting at some of the bottlenecks
an outline for teaching communications, in short courses or longer training periods, to both professional communicators and to professionals with subject matter orientation who of course are also communicators.

The simple model is particularly useful in programmes to communicate technical information - such as agriculture, health, home economics and nutrition - to a variety of audiences. Since I have been working much with broadcasting, I shall take my example from that field.

Let's begin by scuttling a few popular myths about radio.

One widely held belief is that radio is an easy way to reach "the masses", an idea that probably has grown out of the fact that radio is one of the "mass media". Now technically, or mechanically, this belief is true. Radio can reach many people at one time. But in development programmes we use radio to do more than simply REACH people. We are trying to REACH AND TEACH our listeners. This two-fold goal makes it impossible to design effective radio programmes or messages for "the masses".

Why is this so ? Mainly because we want to make the information we broadcast as specific and relevant and helpful as possible for our listeners. If you ask yourself what kinds of messages you could include in a national programme for the women in your country, your answer will be that you could only talk about very general topics - such as the need for improving nutrition or sanitation or some other public health practice. But will general information about large general subjects assist your listeners in seeing how the problems are related to them, where they are ? Likely not. Yet if you can't help them to do this, your efforts to help them solve problems will be rather ineffective.

How then can we use radio best for reaching and teaching women ? Our answer is to try to localise programming, or at least to regionalise it. This will require local or regional radio transmitters, and staffing by local programme planners and broadcasters, who not only speak local languages or dialects, but more importantly, know about local problems, local interests and local needs of our audience. This is recommended, even though in many countries today, radio is centralised and frequently government controlled.

Turning now to another of the popular myths about radio: Many people mistakenly believe that radio works a kind of magic; that all we need to do is broadcast recommendations about the many aspects of family living and homemaking or development and presto, listeners begin to do as we have suggested. It isn't so. People will only accept new methods or new approaches or new ideas IF the "new way" appears TO THEM to be sound, or appealing, or easy to follow. Or IF the "new way" holds some promise for a better, happier life, FOR THEM AS THEY SEE IT !

This can happen only when our recommendations fit in harmoniously with the needs and wishes, goals and hopes, of those to whom we speak by radio. The ideas we suggest or recommend must seem to our listeners to be rewarding ideas - rewarding enough for them, personally, to take the time and make the effort to listen and decide to act upon them.

Which seems to say to broadcasters that unless programmes contain information that is

- relevant
- timely
- and significant for the listener

our words and time will be misspent.

Another common belief about the "magic" of radio is that talking about something ONCE will result in action on the part of listeners. It won't of course. For radio is but one way to communicate information. Radio messages need plenty of reinforcement - or repetition, with variety - through other kinds of communication.

So in planning and broadcasting programmes to women, let's remember to ACCENT RADIO'S STRENGTHS, while being mindful of its limitations.

HERE'S WHAT RADIO DOES BEST

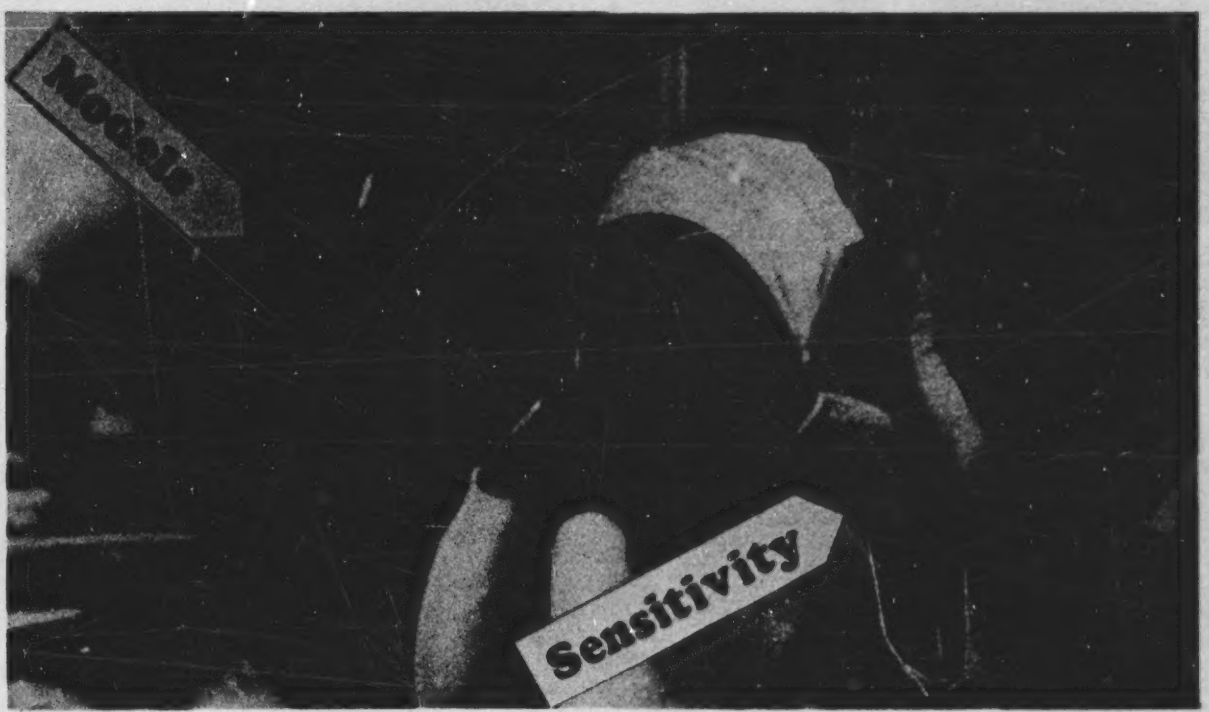
1 Helps create an awareness of and interest in new ideas, new ways to do things

2 Communicates information quickly to many people.

3 Acts as a companion in a very personal setting; listeners feel that the broadcaster is a friend who is visiting right in their home.

4 Is well suited also for group listening, prior to group discussions, as in Farm Radio Forums.

5 Allows great flexibility. Can be used for "on-the-scene" reporting, with background sounds to increase its reality.



HERE'S WHAT RADIO CAN'T DO

1 Can't provide very much detail. So radio tends to concentrate more on the WHAT than on the how and why.

2 Can't illustrate what we're talking about. So radio has to create verbal pictures that are vivid enough to compensate for the lack of visuals.

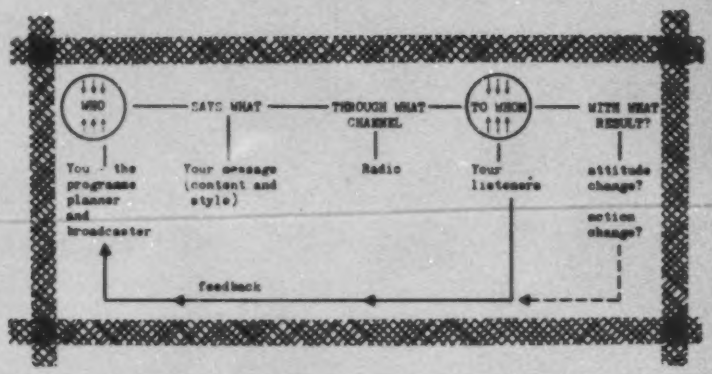
3 Can't give immediate answers to questions listeners might be asking about what is being said.

4 Can't repeat misunderstood words, terms, sentences.

5 Can't permit listeners to control the speed at which our messages come at them.

6 Can't provide a captive audience, nor prevent competition for the time and attention that good listening demands.

Here are some reminders in model form about communicating in general and some specifics about communicating by radio:

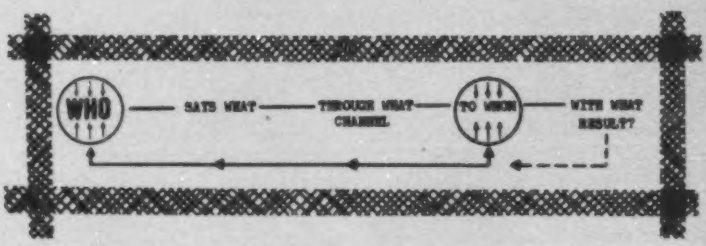


The circles with the arrows in them should be interpreted this way:

The arrows represent the many things in living that effect how we perform as communicators and how our listeners receive and react to our messages. They include:

- intelligence
- education
- experience
- age
- knowledge
- attitudes
- beliefs
- cultural background
- station in life
- and our personal needs, values, goals and interests

Let's take a closer look now at each part of the diagrams in turn. But remember that all parts are closely inter-related and continuously moving, changing and influencing each other.



1 YOU ARE THE WHO IN THIS PROCESS OF COMMUNICATING

If you plan, produce, conduct, or participate in radio programmes, then you are a WHO in this business of broadcasting, and an important ingredient in our recipe for making good broadcasts better.

But take another look at the arrows around the WHO in Figure 1. Look especially at the kinds of factors the arrows represent, listed under the diagram. These are the factors in everyday living that influence how YOU observe things, how YOU see the world, and therefore how YOU'LL likely interpret what you see whenever you report your observations to others.

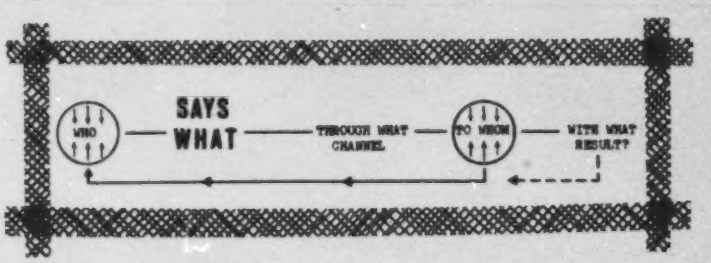
You are of course a unique individual. Therefore, you see things in a unique fashion. Now obviously, none of us can "see" everything. But try watching yourself - as objectively as possible - and you'll begin to realise how YOU SELECT OUT those things YOU DO PERCEIVE, from the many things possible to see. You'll realise too how much more likely you are to choose to see those things that appeal to you and agree with you, rather than those things you don't particularly like and that disagree with your views.

Now this little trick of nature, that causes each one of us to see differently - selecting and rejecting from all that we see - affects how we plan radio programmes and how we broadcast them.

YOU ARE A "GATEKEEPER"

You might think of yourself as a "gatekeeper", through whom countless pieces of information flow, from many sources. It is you who decides (or selects) which of these bear on the problems your listeners are trying to cope with. It is you who chooses which pieces of information to feature in your radio programmes.

This is a tremendous responsibility. It challenges each broadcaster to "know yourself" and your special interests and enthusiasms, likes and dislikes in order to prevent these from biasing what you select - and avoid - for programmes. We all face this problem. If we are working at it, then we have faced up to one of the big hurdles associated with being a WHO in communicating by radio.



2 SAYS WHAT - THE MESSAGES YOU BROADCAST

Message making is the second challenge you face as a broadcaster. The "says what" or message part of the diagram is made up of two parts:

1 Content - WHAT you are saying, and

2 Style - HOW you are saying it.

Together, content and style contribute to creating messages that are vital, dynamic and meaningful. Or they can make messages dull, uninteresting and meaningless.

CONTENT MORE IMPORTANT THAN TECHNIQUES AND SKILLS

Both content and style are important, but of the two, content is the more important. Some broadcasters will disagree with this, but you'll find good reasons for this statement when you read section IV, about audiences - the "TO WHOM" in our diagram.

Right now think of it this way: If I listen to you on the radio, and you have a wonderful voice, fine enunciation, and a pleasant friendly way of letting me "hear" your personality, I'll probably think you are a good broadcaster. BUT, if you don't ever seem to be saying anything that has meaning for me, then I'm afraid that I won't continue to listen to you, even though I like your voice and your personality. Sorry, but that's how most of us listen.

MAKING THE CONTENT MEATY 1 PLAN PROGRAMMES THAT ARE LOCALLY RELEVANT and listeners will find yourinformation service is valuable. Here's an example: instead of discussing the importance of vegetables in meals, tell your listeners about the specific vegetables that grow best in the area where your listeners live. Then you can give SPECIFIC SUGGESTIONS about growing and harvesting them, or about purchasing them at the market, about cooking and serving them, and why they are good for the whole family. In this way your information is much more useful.

2 TO HELP MAKE PROGRAMMES LOCALLY RELEVANT

- Get out among members of your audience as often as possible; go where they are - in the marketplace, in homes, at meetings, maternal and child health clinics, etc.

- Recruit people from local areas for your staff. Maybe they won't have as much training and experience as you'd like them to have, but go ahead and sacrifice a little of the "polish" for the sake of enriched broadcasts - spoken in the language or dialect of the area, by people who know the local problems and who are accepted by your listeners as "one of us".

- Maintain close liaison with fellow workers in allied fields - such as community development, public health, home economics extension - people who also serve the public. Keep up with the kinds of things they are doing, the kinds of things their "audiences" are asking and talking about. And frequently invite these fellows-in-the-field to participate in your programmes.

- Look for yet another type of relationship which will be helpful - with members of existing organisations at the local level - women's groups, schools, churches, co-operatives. This will give you other clues about the kinds of problems your listeners need help with, and the kinds of questions they're asking.

YOUR LINK WITH RESEARCH

Remember that any type of radio information programme needs a pipeline to research being conducted in your area on technological developments. If your programme is the information arm of a University or extension or other research organisation, count yourself among the fortunate. If your programme lacks this kind of a link, see how you can improve the situation.

Is there a University home economics school or an agricultural research group near you ? They will be delighted to know of your interest in interpreting the knowledge they are accumulating. Remember too that there are other advantages to this type of union than those connected solely with the depth and quality it will bring to your programmes. A research organisation will have some sort of "feedback system" - that is, it will be in touch with people at the local level - in order to look for answers to the kinds of problems that you too want to assist with. The researchers will give you information for programmes as well as ideas for future programme planning - ideas and information relevant to your particular area or region.

USE A STYLE TO COMPLEMENT THE CONTENT

When you write for radio, write the way you talk. The easiest way to do this is to imagine, while you are writing, that you are simply telling someone something. Then, when you read the information on the radio, it won't sound as though you are reading it. Instead, it will sound the way YOU sound when you are explaining something to someone.

This is not only the best way to "lift" words from a piece of paper, but also the best way to get your personality across to your listeners. You can test this out by recording how you sound when you read something someone else has written, and comparing it with how you sound when you read your own copy.

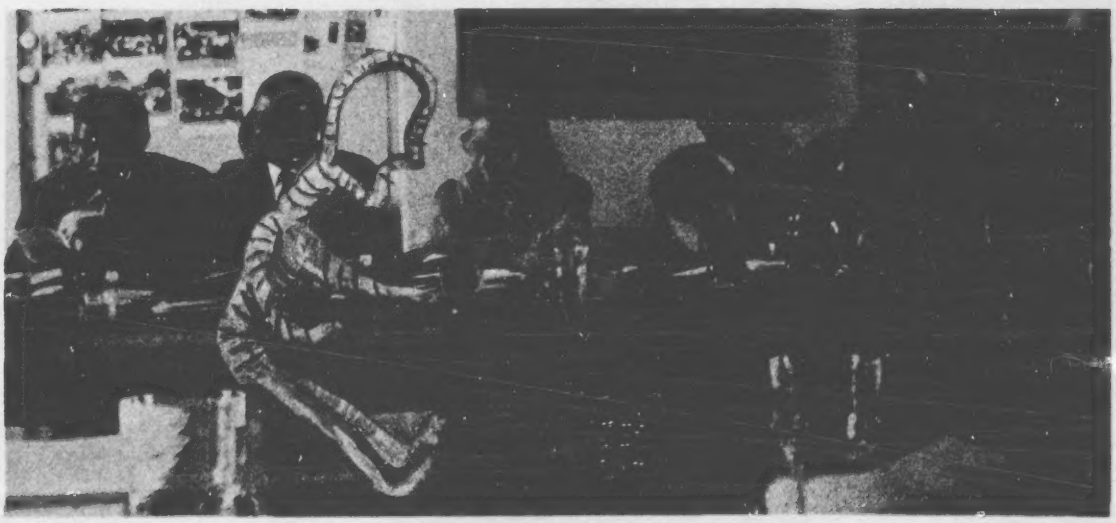
Of course you won't always be reading what YOU have written on the radio. So practise reading things aloud,things that OTHERS have written, every time you have the chance. Read out loud from books, newspapers and magazines. This will give you valuable experience in putting expression into whatever you read on radio. It will also increase you ability to project or "lift" written words from paper to airwaves, with a lively voice.

WRITING FOR RADIO

When you write for radio, use simple everyday words - just as you'd do if you were writing for print medium. And when you use a source for your information, as you will do frequently, BEGIN your sentences with the person's name and position of authority or "expertness". This differs from the written word, where we usually end the sentence with words of credit to our sources. Here is an example of how you might do this:

> " Preserving some of those fine fruits and vegetables in your garden will mean lower food bills next winter. Leila Koli, home economist here at the Central Research Institute, says that drying fruits and vegetables is one of the easiest ways to preserve them. Miss Koli says that the simplest way to dry fruits and vegetables is to first arrange where you're going to dry them. She says that using a spot near the garden is a good idea. So maybe the first thing you'll need to do is to clear an area to use. Then....."

Remember that your listeners can't refer back to any of your instructions, as they might do if you were right there to answer questions. So you'll want to anticipate their questions, and repeat your directions or recommendations so that they'll be clearly understood.



You'll find this fairly easy to do, without making the information sound dull and boring, if you remember to speak it the way you would explain it to a friend. With this kind of imaginary conversation, you'll think of the kinds of questions your friend would likely ask you. Then work them into your radio conversation, along with the answers - making it sound as though they are questions you have also wondered about.

It follows of course, that it's helpful in writing for radio to write as though you're talking to one person, rather than to "masses" of women. Then you'll find it easier to take the place of your listener, to see if what you're writing clearly explains what you want to say.

3 THROUGH WHAT CHANNEL - BROADCASTING YOUR MESSAGES

When you sit behind that microphone and your programme is actually on the air, keep remembering again that you are talking to one person. Then, whether you're reading something written, or whether you're talking from notes, you'll sound to each person listening to you as though you are talking directly to her.

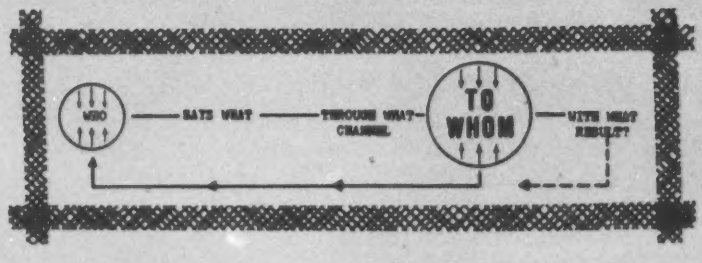
If you use simple everyday words, if you try to put a smile in your voice from time to time, as you would in talking to a friend, then you'll sound warm and human, interesting and helpful. You'll also be more likely to talk at a good speed - not too slow yet not too fast - and this will help get your message through to your listeners.

But remember that probably no one is sitting "glued to the radio", listening to your programme. If women are listening to you in their homes, they're involved in many activities which demand their time and attention. This will distract them from following your words closely. If women are listening to you in groups, their attention span is short. Activities in the marketplace or meeting spot distract them. This is why you need to repeat your suggestions and repeat the details of specific recommendations, to be sure listeners hear you correctly.

OTHER TECHNIQUE TIPS

1 Type what you plan to read on your programme, whether you are using notes or an outline guide or a longer talk. Type it in double or triple space. Typing is easier to read than handwriting and will prevent you from making unnecessary stumbles. Type on "soft" paper so you won't make crackling, disturbing sounds as you move papers in front of the microphone.

2 Time a page of your typing, spoken at the rate you would read it on your programme. Then you'll know ahead how much you can use in any one programme. It will also guide you during those last few moments of air time when you have to make a quick decision about whether you can read one more item before it is time to end the programme.



4 TO WHOM - YOUR LISTENERS OR AUDIENCE

Your audience, of course, is made up of individual listeners. Keep this "one woman" idea in mind. It will help you remember that each listener is different; that each listener is a unique individual; each has a distinct set of goals and needs, hopes and desires; each has a special set of characteristics; each one is influenced by a particular set of factors and situations in living.

Take another look at Figure 1 and at that list of the kinds of things in living that make each listener different; that cause her to hear your message and react to it differently. This will help you keep in mind that each of your listeners is an individual with certain common needs and desires, and some that are distinctly hers alone.

Her needs and hopes are what will influence her to resist change. Or they may inspire her to want to accept new ways of doing things - if she can see how they will help her gain some of the goals she is seeking - for herself and her family.

By and large, your listeners, like most of us, spend a great deal of time and effort trying to satisfy certain important personal needs, such as:

1 Physical needs - for food, drink, hunger, thirst, shelter, etc.
2 The need for safety and protection - from pain, harm, worry etc.
3 The need for affection - for a feeling of belonging, for love and acceptance.
4 The need for security and freedom - often satisfied if 1, 2 and 3 are pretty well looked after.
5 The need for recognition - that rewarding feeling that we are useful and worthy people.
6 The need to achieve or create - the feeling that we are contributing something in this world, that we are calling out the best that is in us.

Most of us try to satisfy all of these needs, but we seem to have learned to try to look after them in this order. Where are your listeners in this six-point listing ? And where are you, their programme planner and broadcaster ? Knowing some of the answers to these big questions will guide you to a better understanding of your listeners and yourself - and make for better programmes.

REMEMBER YOUR FEEDBACK

KNOWING YOUR AUDIENCE is the master key to better broadcasts. What's the best way of getting to know them ? We have already suggested that you get out amongst your listeners as often as you have the opportunity. And that sometimes you will need to create such an opportunity.

Another excellent way is to try to study your audience by asking your listeners questions that will give you some of their thinking, without letting them know how you hope they will answer your questions. This means that you will want to ask questions that are free of even a hint of any particular views you might have on these matters.

If you can arrange for interviews with your listeners and with potential listeners - through village workers, public health nurses or women's groups - you'll find the answers to your questions very useful in planning better programmes. You'll want to find out:

- how many homes have radios
- how much time women in these homes actually listen to the radio
- what they listen to when they listen
- what they would like to listen to
- whether they gather together to listen to the radio in the marketplaces or in some central spot in the village
- what time of day is best for them to listen
- what other things must be done while they listen, etc.

You'll also want to find out ages, size of families, how long your listeners attended school, etc.

TYPES OF TOPICS AND SUBJECTS FOR YOUR PROGRAMME

Your best source for ideas about what to include in your programmes will also be feedback from your listeners. When you do a study and ask them what they'd like to hear, you'll probably find many of their suggestions will be in the following areas:

1 Foods and nutrition
2 Family planning
3 Child care
4 Health and hygiene
5 Clothing
6 Managing money, time, energy
7 Home planning and interior design
8 Agricultural information

But a word of caution here. Too often we think that if we plan programmes in any of these subject matter areas we are really helping our listeners. This may not be so. Unless we have knowledge of their SPECIFIC needs and interests, we may be away off target in the programmes we plan.

SOME FORMS YOUR PROGRAMMES CAN TAKE

You may want to use a variety of the following ways of presenting information on your programmes:

1 One person speaking - probably you. Try to make your spoken messages brief or you may begin to sound like a lecturer.

2 Panel discussions - with several guests or "experts" - when you serve as chairman or moderator.

3 Listener participation programmes - when you invite local homemakers to discuss subjects or problems with you.

4 Interviews - with one or two guests, when you ask questions. Done well, this will sound like two or three people "just talking". This is an excellent way to get across information in a relaxed, informal way. It requires advance planning (as do each of these methods) so that your guests know ahead what the questions will be. But don't write out or "script" the entire programme or it won't sound as natural as it might.

5 Questions and answers - this method differs only slightly from 2. This is a good way to share information about vital issues. Asking questions that many listeners are asking makes the information topical even if it doesn't seem to be really "new" information.

6 Plays or dramas - an excellent way to present useful information in an easy-to-understand and easy-to-accept style. But it requires a fair amount of preparation, since a play or "real-life" drama must be scripted, actors and actresses found and trained, etc. This format is being used in many countries with seemingly good results.

7 Using music, with panels or discussions or other forms of "talk" between records.

8 On-the-scene reports, recorded with background sounds. This makes happenings sound real - because they are.

USING THE FARM RADIO FORUM TECHNIQUE

Farm radio forums are designed to inform, educate and create a desire for action. In many countries, this broadcasting technique that hinges around group listening at the village level, is being used with outstanding success to communicate information to farmers. The technique offers great possibilities for reaching and teaching farm women too.

Here's how it works: agricultural information is broadcast to groups of farmers (and sometimes wives too) who listen together to the radio programmes, then talk about them and exchange ideas. Group discussions about common problems frequently lead to group decisions about the kinds of action that, taken together, will help to solve these problems.

If farm radio forums are operating in the villages of your country, why not see if some of the broadcast time can be devoted to family living and homemaking information of special interest to women. Programme planning for this type of broadcast, and for the discussions which follow, requires a great deal of preparation. But your efforts likely will be more than repaid with the kinds of results they will bring.

If farm radio forums are not being used in your country, but village radios are available for group listening, perhaps you can organise radio home forums. This will require plenty of work and co-operation from others. You may obtain useful information about how to use this technique by writing to the Information Division, Food and Agriculture Organisation of the United Nations, 00100 Rome, Italy.

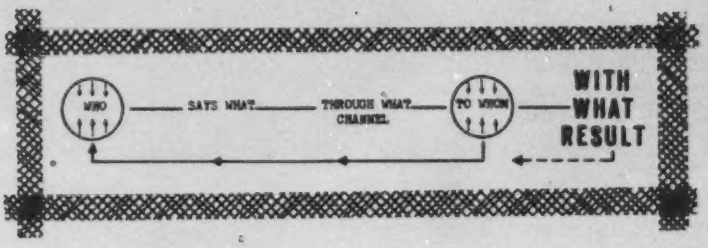
PROMOTING YOUR PROGRAMME

Don't take it for granted that women in your area know about your programme. Many of them may not have heard about it. There are many ways for you to tell them about the type of programme you broadcast, and when they may hear it.

Give people this kind of information by announcing it and by using posters at meetings, exhibits, fairs, child health clinics, etc.

But always remember that the best way to promote your programme is to have a good programme. Then listeners will tell others about it.

Remember too that any promotion you do should merely inform - rather than attempt to persuade by making extravagant claims for your programme.



5 WITH WHAT RESULT - EVALUATING YOUR PROGRAMME - MORE FEEDBACK

You will want to use every opportunity to find out how effective your broadcasts are, and how well you are serving your listeners.

If your audience is a literate one, letters from listeners are very useful in giving us this kind of feedback. The information your listeners request serves as a guide in planning future programmes. It also tells whether programme content has been helpful to listeners, and whether it has been presented in a manner that is clearly understood.

Your colleagues in other fields of public service will also be able to assist you in evaluating programmes. Seek out their candid comments and suggestions frequently.

Then, take an objective look yourself at the kinds of programme subjects you have included in past programmes, and those you are lining up for future broadcasts. Are they local ? relevant ? seasonal ? helpful ? Is there enough variety for listeners with differing interests and goals ?

Another way to evaluate your programme is to conduct a rigorous research study. Your goal here will be to try to measure what kind of results your programme is inspiring. You will want to see if specific recommendations you have broadcast have been influential in motivating listeners to change their attitudes or their actions.

Hopefully you will have a social scientist design and conduct such a study. The scientist might be a sociologist or communicator in your University extension department or in your regional research institute. This kind of study requires thought and skill, time, effort and money. But it would certainly be useful to programme planners and broadcasters.

Finally, remember that evaluating programmes and learning about audiences is a continuing project in this business of broadcasting. So too are the many other aspects of planning, producing and conducting radio programmes.

Anywhere in the world, reaching and teaching women by radio is important and stimulating work. All that it demands is enthusiasm, interest and ability. Yet how richly it rewards.

... after a long lecture some blank breathing space should be allowed for.

THE EDITOR'S COMMENTS :

A REAL or an IDEAL communication model ? The point is that however much views differed, there was EQUALITY and PARTICIPATION in the seminar system. Not the least, thanks to the qualified level of those present. The discussions on or off the record were prolific as the lunch menus.

Internal Communication

IN ORGANISATIONS - CREATIVITY AND PRODUCTIVITY

by Alf Högström

I WHAT ARE COMMUNICATION PROBLEMS ?

A The effectiveness of an individual manager is in large part a result of the effectiveness of his communications.

B Effective communications require on the part of the individual superior:

1 An understanding of the causes of communications difficulties
a) in organisations, and
b) in people

2 An understanding of the communications process.

II TYPES OF ORGANISATIONAL RELATIONSHIPS

The way organisations are built up and structured determine their communication pattern.

A Anatomy of the bureaucratic organisation:

1 A well-defined chain of command.
2 A systems of procedures and rules for dealing with all contingencies relating to work activities.
3 A division of labour based on specialisation.
4 Promotion and selection based on technical competence.
5 Impersonality in human relations.

" Scientific management" have refined and developed this "mechanical/machine" model and modern organisation systems work according to the rule of "man as an interchangeable part" which strengthens the impersonal character of the organisation.

Characteristic communication flow: Orders and directives go downwards through " line of command". ("Distorted") information goes upwards.
Does it remind you of CIVIL SERVICE ?

B Type of Power or Authority used.

The type of power or authority which the organisation uses and the type of involvement which the organisational members have with the organisation exert strong influence on the communications process.

We can distinguish between three types of organisation on the basis of

1 whether they exert pure coercive power,
2 whether they attempt to elicit involvement through the exchange of economic rewards for membership and performance based on rational-legal authority, or
3 whether they attempt to elicit involvement primarily on the basis of normative rewards, where membership or the opportunity to perform a function is intrinsically valued.

We can also distinguish between three types of involvement of organisation members

1 ALIENATIVE, which means that the person is not psychologically involved but coerced to remain as a member,
2 CALCULATIVE, which means that the person is involved to the extent of doing a "fair day's work for a fair day's pay", and
3 MORAL, which means that the person intrinsically values the mission of the organisation and his job within it, and performs it primarily because he values it.

The type of personal involvement possible depends to a large extent on the kind of power or authority used by the organisation. Communication problems can arise from e.g. the fact that the utilitarian organisations in periods when change and innovative actions are needed require a moral involvement, which may violate the normal "psychological contract" that exists between the organisation and its members.

III ASSUMPTIONS ABOUT PEOPLE

A Managerial behaviour is built on certain assumptions about people (the "nature of man"). Most organisations seem to be built on the assumption of man as a rational/economic creature, which can be described as follows:

1 Man is primarily motivated by economic incentives and will do that which gets him the greatest economic gain.
2 Since economic incentives are under the control of the organisation, man is essentially a passive agent to be manipulated, motivated and controlled by the organisation.
3 Man's feelings are essentially irrational and must be prevented from interfering with his rational calculation of self-interest.
4 Organisations can and must be designed in such a way as to neutralise and control man's feelings and therefore his unpredictable traits.
5 Man is inherently lazy and must therefore be motivated by outside incentives.
6 Man's natural goals run counter to those of the organisation, hence man must be controlled by external forces to insure his working toward organisational goals.
7 Because of his irrational feelings, man is basically incapable of self-discipline and self-control.
8 But, all men are divided roughly into two groups - those who fit the assumptions outlined above and those who are self-

motivated, self-controlled and less dominated by their feelings. This latter group must assume the management responsibilities for all the others.

The implied managerial strategy, which comes naturally from this way of thinking, is that his main principal functions as manager is to plan, organise, motivate, and control.

B Another way of looking at people, which in modern research seems to provide us with a more true picture and a more profound basis for building up organisations with a high degree of internal capacity for change and innovations, is this:

1 THE EXPENDITURE OF PHYSICAL AND MENTAL EFFORT IN WORK IS AS NATURAL AS PLAY OR REST. The average human being does not inherently dislike work. Depending upon controllable conditions work may be a source of satisfaction (and will be voluntarily performed) or a source of punishment (and will be avoided if possible).

2 EXTERNAL CONTROL AND THE THREAT OF PUNISHMENT ARE NOT THE ONLY MEANS FOR BRINGING ABOUT EFFORT TOWARD ORGANISATIONAL OBJECTIVES. MAN WILL EXERCISE SELF-DIRECTION AND SELF-CONTROL IN THE SERVICE OF OBJECTIVES TO WHICH HE IS COMMITTED.

3 COMMITMENT TO OBJECTIVES IS A FUNCTION OF THE REWARDS ASSOCIATED WITH THEIR ACHIEVEMENT. The most significant of such rewards e.g. the satisfaction of ego and self-actualisation needs, can be direct products of effort directed towards organisational objectives.

4 THE AVERAGE HUMAN BEING LEARNS, UNDER PROPER CONDITIONS, NOT ONLY TO ACCEPT BUT TO SEEK RESPONSIBILITY. Avoidance to responsibility, lack of ambition, and emphasis on security are generally consequences of experience, not inherent human characteristics.

5 THE CAPACITY TO EXERCISE A RELATIVELY HIGH DEGREE OF IMAGINATION, INGENUITY, AND CREATIVITY IN THE SOLUTION OF ORGANISATIONAL PROBLEMS IS WIDELY, NOT NARROWLY, DISTRIBUTED IN THE POPULATION.

6 UNDER THE CONDITIONS OF MODERN INDUSTRIAL LIFE, THE INTELLECTUAL POTENTIALITIES OF THE AVERAGE HUMAN BEING ARE ONLY PARTIALLY UTILISED.

IV PATTERN OF MANAGERIAL BEHAVIOUR

As an example of how underlying assumptions about human relationship relate to communications and interaction pattern in managerial groups a model (developed by Chris Argyris) can be used.

A Typical managerial (input) values held by managers are:

1 We should concentrate on our OBJECTIVES.
2 In order to do their jobs well, people should be RATIONAL. They cannot get the job done (at least not well) if they become EMOTIONAL.

3 To motivate people (get them committed to organisational goals) we must:
DIRECT (that is, tell them what to do).
CONTROL (that is, make sure that they do only what they are told to do).
REWARD (offer praise, security, wage increases, etc.).
PUNISH (threaten, criticise, withold wage increases, discharge).

B These assumptions lead to the following "Low Frequence" actions:

1 FEEDBACK (that is, a clear indication of how one interprets the meaning of someone else's behaviour).
2 OWNING UP (that is, candour in supporting or opposing ideas).
3 OPENESS(that is, ideas get a hearing on their merits).
4 RISK-TAKING (that is, willingness to cope with situations whose outcome is uncertain).

High Frequence actions are:

5 EVALUATIVE FEEDBACK (that is, ideas are evaluated not so much on their merits as on their conformity to traditional norms).
6 DEFENSIVENESS(that is, ideas which are not consistent with tradition are regarded as a threat).
7 STABILITY(that is, the organisation is in fact dedicated to preserving its traditions and to avoiding change).

C The combination of "lows" and "Highs" leads to a condition in which most organisation members have "low inter-personal competence", that is low capability of using each other as other resources and dealing constructively with change.

D One goal in management education is to try to reverse these behaviour patterns so that the "Lows" become "Highs" and thereby develop a more effective organisation.

V IMPROVING COMMUNICATIONS IN ORGANISATIONS

A Improving communications in an executive job usually requires changing some attitudes and behaviour. What is needed is

1 a genuine awareness of the effect of his managerial behaviour on his subordinates, which in turn requires that he cultivates a climate where open feedback is possible.
2 an understanding of how his individual behaviour is usually perceived by people with whom he is communicating (that is, he must understand what is going on when people are communicating).

B One way of thinking on what goes on when two people are communicating is to think of it as a circular process (the attached diagram illustrates what occurs in this process).

1 The individual communicator has a picture of himself - what kind of person he is (his self-image).
2 The individual also has a set of attitudes toward the person or persons with whom he is communicating (likes them - is afraid of them)

3 As a result of his "self-image" and his "attitudes" he has some intentions to behave in a certain way. If his self-image is that he can make a contribution and has something important to offer - and if his attitudes are that his ideas are wanted and appreciated by others, we can predict that his intentions to behave will be confident, warm, and supportive.
4 From these intentions our individual behaves a certain way based on his past experiences. Call this his BEHAVIOUR OUTPUT.
5 The listener or receiver receives messages that are screened through his picture of the sender. This means that if the receiver dislikes the sender what is received will go through the "filter" of dislike and what is actually received will be coloured by this filter.
6 The receiver will have some prior expectations about how the sender should behave. The sender's behaviour, as received, will either MEET these expectations or DIFFER from them. The receiver will evaluate the incoming behaviour based on these expectations.
7 As a result of this evaluation, the receiver will behave back to the sender. From the sender's point of view, this is called BEHAVIOUR INPUT.
8 The original sender also has a screen of filters which include his prejudices, attitudes etc. What comes back to him from the receiver must go through this screen.

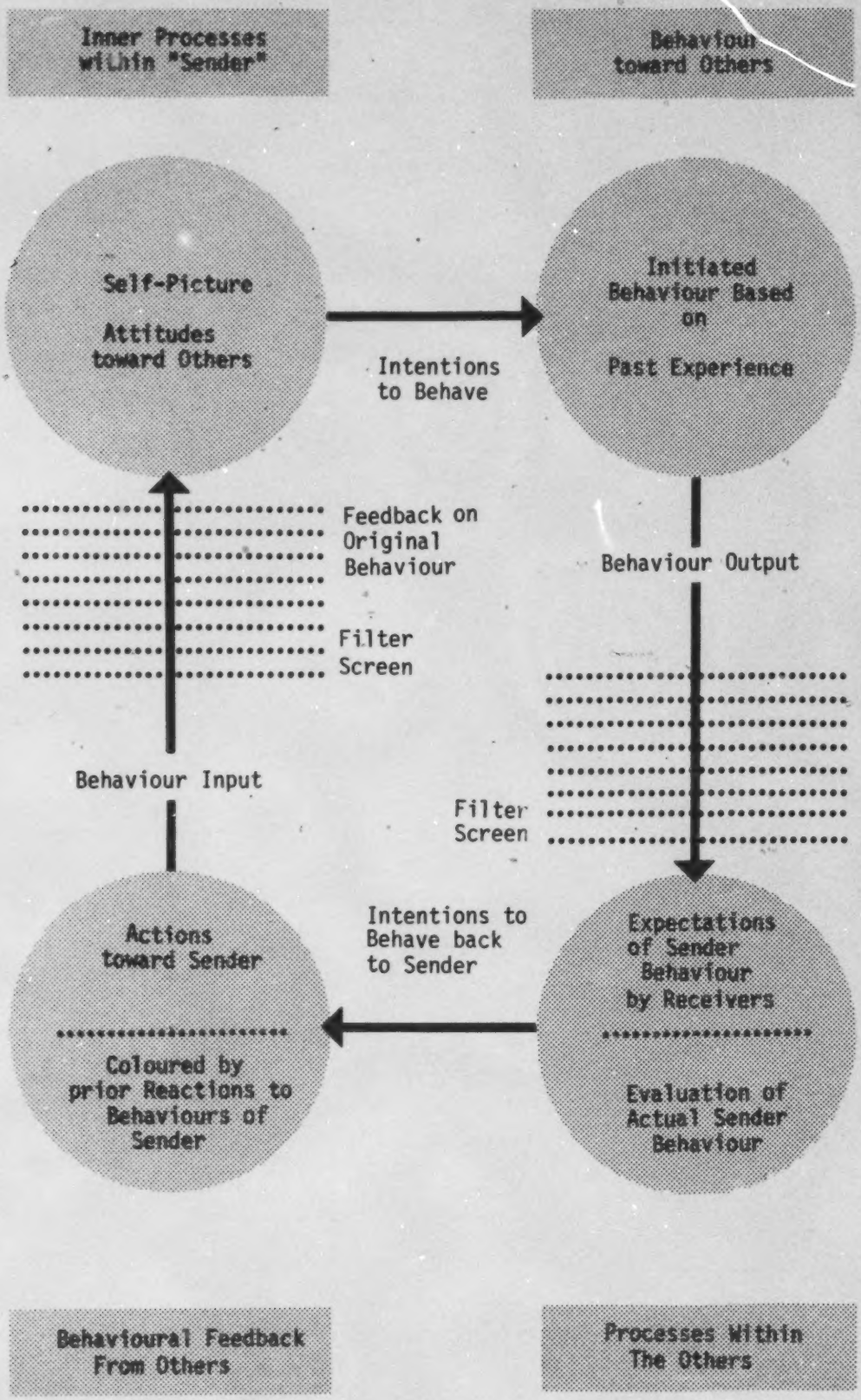
C To effect improvement in a communication situation, there are several things we can do.

1 We can help an individual understand the process better.
2 We can give correct information (feedback) to an individual about how others perceive his behaviour.
3 We can help a person get better information on the effects of his behaviour so that he can modify it if he wishes.
4 We can help people see how they are pre-evaluating or colouring their listening so that they can correct this if they wish.

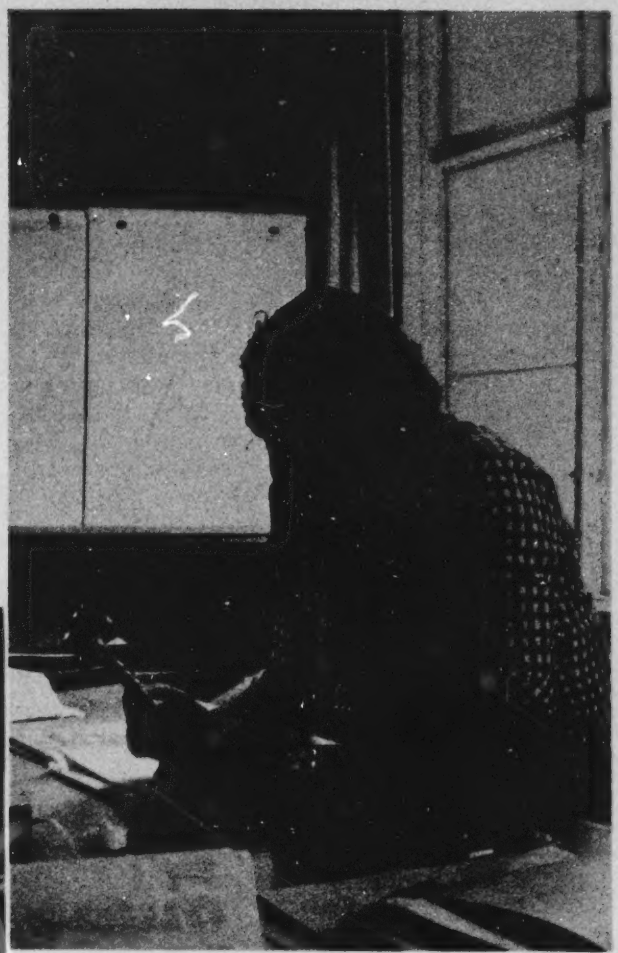
D Some personal requirements for effective communication:

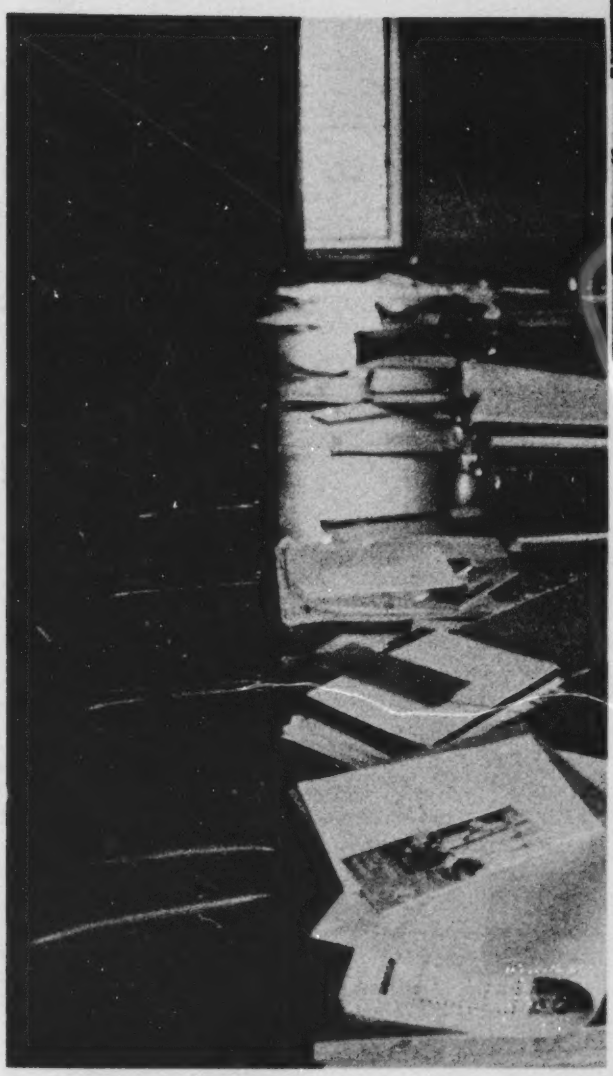
1 An awareness that I am a person with feelings and that I can live with the fact that my feelings influence me and my communication.
2 A tolerance of other people's feelings and an awareness that their feelings, which may be different from mine, affect their sending and receiving communications.
3 The intention as sender to building feelings of security in the receiver.
4 The intention, as a receiver, to listen from the sender's point of view rather than evaluating the communication from mine.
5 The willingness to take more than half the responsibility for the effectiveness of communication whether as sender or receiver.
6 The conscious effort to build feedback into all communications.
7 The ability to resist acting on and reacting to my assumptions about another person's reasons behind a particular communication.
8 A recognition that communications are at best imperfect and the avoidance of undue cynicism resulting from difficulties or failures to communicate.

THE CIRCULAR PROCESS OF INTERACTION



A seminar director has to face it. If his management is bad, participants do not turn up. But you are wrong in assuming so. True to his name he was an early bird, the others had not arrived yet !





What he wanted them to arrive at that day was the understanding that applied communication must start at home. Good internal communication is of vital importance for the productivity in any organisation. Particularly so, of course, in organisations which are supposed to produce communication, like information services, health education units, training centres etc.

The most relevant message communicated in the most relevant way is above all a matter of CREATIVITY in the production process. An organisation should be a tool to achieve that - and not a pinching frame.

Theory and Practice

OF COMMUNICATION IN GOVERNMENT

by Kurt Savosnick

A FRAGMENTARY SYNOPSIS

1 GOVERNMENT IS A GAME. There is something so beautiful in the ways of the Civil Service, with an IN-tray and a PENDING-tray and an OUT-tray and messengers who come and pick up papers from your desk. In some mysterious ways these papers arrive in somebody else's office, and ACTION IS TAKEN and documents are filed. If you have complaints to communicate about somebody sideways, you do not complain sideways but upwards to somebody who will shoot a rocket downwards. You hope it will hit your intended victim. When there are interministerial communications to carry out, there is a Chinese Ceremonial whereby communications take place in an extremely solemn form between one Ministry and Another.

2 IT IS DIFFICULT TO CRITICISE THE WAYS in which the Civil Service works. After all, it has functioned for a very long time. When the colonial administration packed up and left, they left behind the handbooks for Civil Servants called the CODE OF REGULATIONS - a beautiful system for decision making and implementation. It was certainly much easier to take over A SYSTEM than NO SYSTEM, and today, after ten years, we have a modified, rationalised civil service mach[illegible]e. But one can trace the "genetics of administration" back from Babylon, over Whitehall, and into Africa. It is a beautiful machine, capable of coping with Roman Emperors and Queen Victoria and modern African statesmen. But it is not quite as capable of coping with the new objectives of Government. It should, therefore, be modified.

3 THE OLD CIVIL SERVICE WAS DESIGNED FOR ADMINISTRATION, but not really for development. And now when it has become geared to development, it has another objective, namely, to enable Government to be in Business. But Government does not really yet want to be business-like; or, when it wants to, the Civil Servants do not know HOW TO. So we have a venerable machine which is a bit croaking because it is asked to perform tasks for which it is now not really well fitted.

4 IF GOVERNMENT WERE A COMPANY, quoted on the Stock Exchange, it would not be able to give high dividends based on effectively competitive behaviour, because of the cumbersome methods of its operation. The chance to be away two weeks from our offices in different parts of Africa, does not only mean that we can benefit from the Dag Hammarskjöld Foundation Seminar and all the wisdom it gives

us. Even more important is the opportunity this gives us to sit back at some distance from the scene of action and reflect on the proper ways of communicating with our fellow men. I do not just think that MASS communication is an important tool for development. The way in which we communicate with our colleagues, our bosses and our staff, and with people in other sections of the Government machine, is equally important. Usually, that is not mass but person-to-person communication.

5 THE CEREMONIAL IS QUITE RIGOROUS if you want to communicate with a great number of colleagues in your own office building. You do not rush out and shout in the corridor, but you

(a) call a secretary and dictate a memorandum to her,

(b) she then goes back to her office and amidst ringing telephones and other interruptions she eventually produces a rough draft of what you have dictated.

(c) this you then correct and give to her to type a fair copy. Unless you are a privileged person with access to the photocopying machine, she will have to run it off from stencil, collated and addressed according to a list of names.

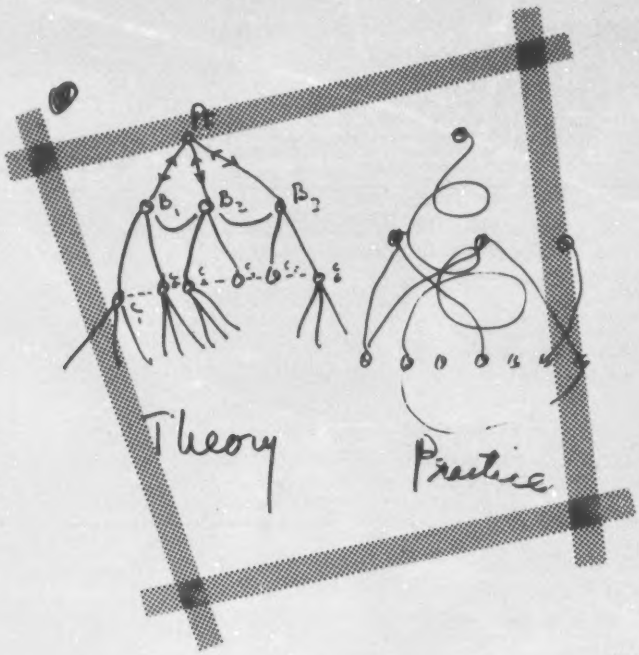
(d) out-tray-mailroom-pidgeon holes-messengers- in-trays.

If you are lucky this process could just be carried out in one day, but may well stretch over two working days before the message reaches people who can decide on appropriate action. This is the way the Civil Service has reached perfection, and it is a very good and cheap way of communicating with a large number of people if you are not in a hurry. Some people also think that it is the ONLY way, irrespective of the situation.

6 SOMETIMES I DESPAIR AND DRAW A MENTAL PICTURE of one of my colleagues who perceives A FIRE GOING ON IN HIS WASTE PAPER BASKET. He calls his very attractive secretary and begins to dictate.....

"... the building is on fire, and appropriate action ought to be taken....."

7 THE IMPORTANCE AND URGENCY of business decisions may be just as great as that of a fire in the building. But somehow the machine tends to grind along as if it were a matter of very routine administrative applications. Perhaps we ought to run out in the corridors and shout FIRE instead, or lift the telephone or run across to other offices or buildings.



8 ON THE ONE HAND we have a proper organisation structure of the UNILEVER type (see picture, left part) and on the other hand we have a tangled mess of lines criss-crossing the hierarchy, including one from a junior officer to a Minister which bypasses all the normal channels (see picture on the right) because of friendship or kinship or similar relations. If you do not know how these lines or links go in reality, as contrasted against the formal chart, you cannot communicate very effectively.

9 WHO MAKES DECISIONS IN GOVERNMENT ? Not necessarily the Minister or the Principal Secretary. The big, isolated decisions are, of course, made at the highest levels. But the great mass of small and numerous decisions which make up the bulk of Government manifestations are usually made by small men. For example, by the man who keeps the minutes in a meeting, and who decides what to include or exclude, to emphasise or understate, or even to introduce things which were never said (but perhaps meant). If you multiply that man by five hundred people, you get an idea of the residence of power in any organisation, whether it is Government or a big corporation.

10 THE MAN WHO GETS FIRST TO THE TYPEWRITER exercises power, if there are several people who are appointed to keep minutes in an interministerial meeting. If one of them gets out a first draft quickly, his counterparts in the other Ministries may follow the easy line of absorbing his informal record, rather than write their own from scratch. They may amend and delete and perhaps also add to his draft. But usually life is too short for this sort of thing and they follow the line of least resistance. Thus becoming slaves of a structure given to them in a communication game.

11 To"WISH TO PARTICIPATE" is a much nicer expression than to say that one "lusts for power" or "wants to have influence". People who wish to participate should make sure that they have a quick access to instruments of communication, that they use the phone, walk across in person to other offices, type their own messages when something has got to be typed in a hurry. It may be a less expensive way of using executive time, to do your own typing, than to go through the laborious process of dictating, waiting, etc. etc. When you are in a hurry.

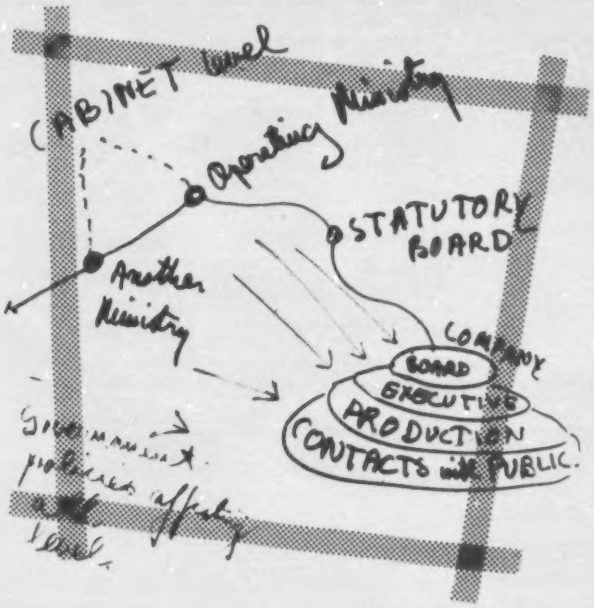
12 IF THE REGISTRY DOES NOT FUNCTION properly (and the Registry Clerks put any paper that comes along on any file that happens to be at hand) Government cannot retrieve the information that it has received. If there are no cross references between files ... If papers are misfiled, etc., the answer is not necessarily to scream blue murder, but to keep track of all papers which pass through your own hands by building up your own card system. This takes only a few minutes per day, but if you do this systematically, you will not go mad looking for papers which you " know must be somewhere". For every paper you handle, whether you are the author or recipient, you make a note on where to find it. Perhaps you have to make a couple of cards for the same matter. But after a few years you can retrieve a lot of information, even if you still miss and never find papers handled by others, which have not come your way. After all, most papers you ever look for have, indeed, once passed through your own office, so the remedy is in your hands. Indicate title and content of each document and make a note of the number of the file on which it landed. This is a clue to good communication.

13 REMEMBER:

" No man's opinions are better than his (retrievable) information"

If Government had better access to all the information that it spends so much time on collecting, processing and then filing away never to be found again, Government would become a more efficient machine, for decision and action.

14 ECONOMICS IS NOT EVERYTHING, but we can accept that, having decided to go into business, Government ought to do a good job. This requires not only maturity and common sense but also INFORMATION, EVALUATION, DECISION MAKING, COMMUNICATION, and FEEDBACK of information about the effects of the foregoing. See drawing of the entrepreneurial pie or wedding cake, describing Government contacts with the enterprise, and with different layers of the cake. The problems are the same, with respect to the "cybernetics of industry" irrespective of the degree of Government involvement, irrespective of whether Government is sole owner or part shareholder of enterprises. In ADDITION there are special communication problems in joint enterprises.



15 THE QUESTION IS whether Government should communicate only with the Board of the Company, or also with lower layers of the entrepreneurial cake. A further question is HOW Government representatives in the enterprises collect information. Does anybody tell them what questions to ask ? How do they report back to Government. What happens with their reports (if any). Are they only filed away for the historical record, or do they form the basis for

EVALUATION in some central authority. Does CONTROL simply mean having a human body walking to Board meetings ? Control does not require ownership. But also inversely: ownership does not mean control, unless Government deliberately organises the information and communication process.

16 GOVERNMENT CONTROL means that Government must know what is going on, and if things are going wrong Government can take corrective action. Knowing what goes on means knowing whether it likes or dislikes what is going on. (Evaluation). If disliking, changing ! If what goes on is not enough, Government can inject more action. If these are not the guidelines for Government involvement in enterprise, why then be involved ? Because the pure and simple collection of profits can never be a valid criterion for Government participation in industry. It is much simpler then to tax the companies without bothering about the control.

17 GOVERNMENT IS NOT AN ALL-KNOWING COMPUTER. Thus, for Government to know and evaluate, and take action, requires that a lot of human beings in Government have to communicate with one another. Information cannot be collected in a random manner: YOU HAVE TO ASK RELEVANT QUESTIONS !

18 DO HUMAN BEINGS who are appointed to "represent" Government get proper instruction to ask the right questions ? Do they communicate what they have learnt ? Is the communication evaluated ? Are decisions taken in advance, on a contingency basis, or only afterwards, as a reaction and a response to events ? Is there any deliberate search for clues to feedback ?

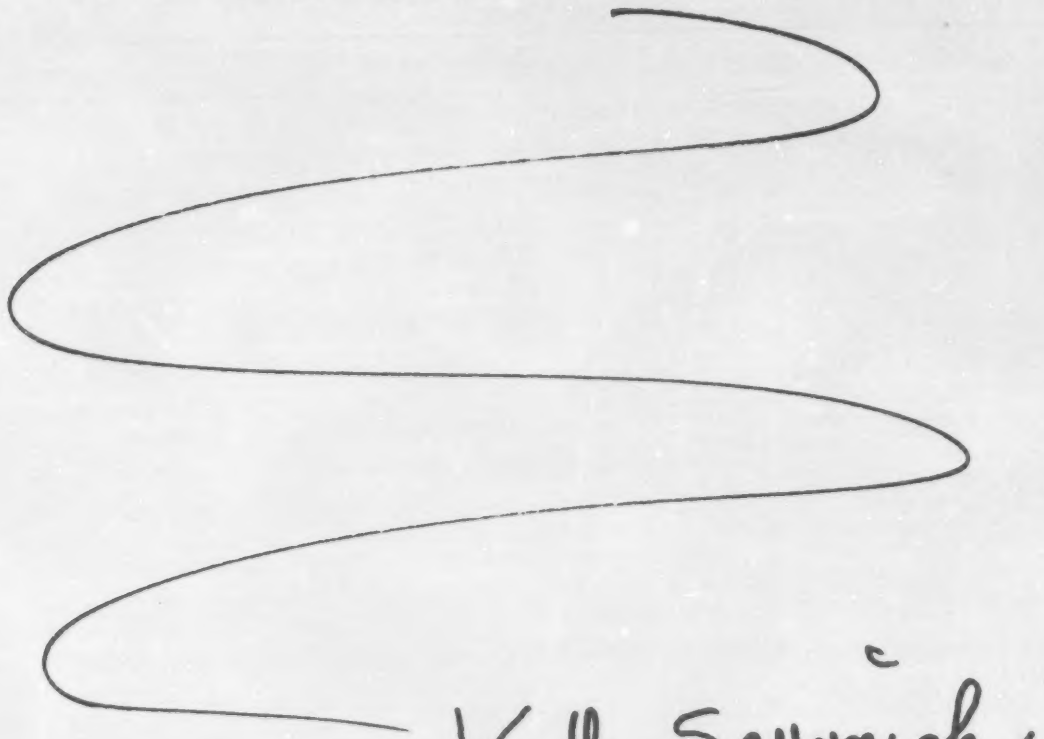
The answers to these questions will determine the efficiency of your Government, not only in business, but in a number of confrontations between the Civil Service machine and the economy of the country.

19 PERHAPS GOVERNMENT SHOULD BE INVOLVED at the executive level of industry, below the Board. After all, often the real information and therefore the real power, is at the executive level. Perhaps Government needs to be involved even at the production level, in order to gain an understanding of the industrial process. Or at the lowest level of the cake which I have called "relations with the public" where the enterprise is confronted by the public as sellers of raw materials or consumers of products. For example, in some joint enterprises, Government is involved at Board level but knows no more about the selling of the products than at the time of Independence. This is of importance, if the partner in the joint enterprise is a foreign conglomerate with complete control of overseas marketing.

20 CASES OF DISJOINTED COMMUNICATION: sporadic information and occasional documents, landing on separate files and not circulated to the officers who ought to be informed. How can then the interests of the Nation be well looked after ? OTHER CASES: bookshelves and offices containing dusty old feasibility studies and reports, the existence of which has been forgotten. They represent a costly investment in labour and money; should therefore have been properly filed. It is not enough to have an organisation chart - you must also play YOUR role in making sure that the people who ought to be informed also are, indeed, informed. To achieve 6% or 7% economic growth in your country also requires that the Government machine shall be able to handle AT LEAST 6 - 7 % more information each year. More likely, the required information flow probably has to grow by 12 - 14% per year. The STOCK of information also grows at this rate. Therefore, while a radical reorganisation of the information and communication machinery in Government

may look overdue, it may not be in your power to achieve it. But you can do SOMETHING to improve your own and your section's handling, evaluation and decision making on the basis of information, and the remedy often lies in your own office.

21 CORRUPTION, GREED AND STUPIDITY are the enemies of progress. But the worst enemy is chaos (which can be defined as a lack of control, possibly due to lack of information). Corrupt and greedy people can sometimes be effective, and work purposefully if they are bribed. Stupid people can be guided. But who can work effectively if his information is defective, or if he does not pass it on. Bad as the world is, we know that we can improve the information system which we belong to. Assist the filing clerks and tell them how to file things which they do not yet understand. Keep track of your own papers. Make sure that you inform your successors properly, when you hand over your office on promotion or demotion. Make sure that your "Old Boy Network" functions so that you can communicate quickly and informally inside a very complex Government machine, and eliminate unnecessary conflicts. This means that you will have to transcend TRIBAL FRONTIERS between human beings. When the old colonial administrators departed, they left the Code of Regulations behind, but took the Old Boy Network with them. Thus, we have to build up a New Old Boy Network from scratch. Formality of communication can be a hindrance of communication. Therefore, it is up to the individual to create an informal system.



K. Th. Savonich
6/9.72

Foreign Experts

IN THE DEVELOPING COUNTRIES - COMMUNICATION
WITH GOVERNMENT AUTHORITIES AND WITH PEOPLE

Written by
The Editor

Based on notes from
Dr Stig Lindholm's lecture

Research on the attitudes and experiences of foreign experts in developing countries can be attacked from several angles. One can interview the foreign experts, or one can interview the Africans who are working with foreign experts. The latter would have been exceedingly more interesting and rewarding but a stranger needs time to build up the relationship of trust which is necessary - and that time was not available. There was not even time for the compromise of interviewing some of each, so the only option left was the Swede in Africa.

The Swedish Research Council and SIDA, the Swedish International Development Authority paid the expenses and also gave the researcher full freedom in writing the report.

The random SAMPLE which was interviewed had the following composition :

37 Experts	21 in Ethiopia
6 Expert wives	16 in Kenya
26 Volunteers	19 in Tanzania
	13 in Zambia
69 in total	69 in total

The METHOD was informal interviews following an interview guide which was made up in advance. The interviews were summarised on tape. It is important that the value of the results is not that they, in a statistical sense, can be generalised. They have a qualitative aspect and should be regarded rather as a number of hypotheses concerning a larger group. The results are interesting because they say something about the group which was interviewed.

CO-OPERATION WITH THE AFRICAN AUTHORITIES

Volunteers are not usually in a position to co-operate with authorities,hence it was considered worthwhile to study the experts only in this regard.

Those who were questioned about the state of co-operation gave answers which can be tabulated in this way:

8%	-	is mainly good
46%	-	is both good and bad
38%	-	is mainly bad
8%	-	have had no co-operation
100% total		

The problems which the experts most often touch upon are that decision making is too slow - amongst others because of lack of delegation of responsibility in the Ministries. And, very often, the expert does not get a binding approval. The personal relationship with the African officer may be good, the case is examined and decisions are agreed upon, but then the officer often does not follow up and execute his part. Another expert found that the efficiency is not the same as at home. There is a do-it-tomorrow attitude and the sense of personal responsibility is rudimentary.

CO-OPERATION IN THE PRACTICAL WORK SITUATION

One way of attacking this is by asking if the interviewee considers co-operation with people from the receiver country to be largely as with people at home - or if there are important differences. NONE of the 21 volunteers which were asked considered the co-operation to be as at home and only 4 out of the 31 experts found it to be the same. Some gave a "both-and" answer and about 10 of them meant that there were great differences.

Looking at co-operation in the horizontal and vertical dimension - i.e. sideways with people on the same level and downwards with subordinates (- and students), the answers could be tabulated as follows:

SIDEWAYS

33% experts, 31% volunteers	- mainly positive comments
38% experts, 31% volunteers	- both positive and negative comments
4% experts, 13% volunteers	- mainly negative comments
25% experts, 25% volunteers	- cannot be classified
100% total 100% total	

DOWNWARDS

37% experts, 55% volunteers	- mainly positive comments
26% experts, 20% volunteers	- both positive and negative comments
7% experts, 10% volunteers	- mainly negative comments
30% experts, 15% volunteers	- cannot be classified
100% total 100% total	

As regards sideways co-operation it is interesting to note that very few are explicitly negative. This is the case also for downwards co-operation. Positive comments are more prominent among volunteers.

There is some reason to question this mainly positive picture of the atmosphere of co-operation. It is not unlikely that there is a measure of wishful thinking behind the answers. This should be subject for further investigation. This hypothesis is confirmed in various ways by the qualitative data from the interviews which we are going to look at in the following:

The lack of African counterparts is pointed out by several. Of 34 who were asked only 13 had a counterpart. And one of the problems with counterparts was their views on manual work. Some experts tried to counteract the downgrading of this type of work by personal example. By deliberately doing such work themselves, pushing a wheelbarrow or sitting on the truck bed etc.
Another expert's experience, although this is not quite typical, can be expressed this way: He is lying in a dirty overall on the floor of the workshop whilst the counterpart, in suit and tie, stands by learning himself.

It is easy to see the laughable aspect in this situation, if one forgets that the expert is rich enough on status to afford to get dirty hands. The counterpart is poorer in this respect. Besides, he has his own and his countrymen's view on manual work to tackle. Many experts find that the aversion for manual work is even bigger in developing countries than in industrialised countries among people who have reached a certain level of education. The expert on the workshop floor is probably a good teacher and the attitude of the counterpart is probably not to the benefit of the development of his country. Dwelling by the example is justified because it illustrates the importance of searching for the similarities behind all the conspicuous differences.

A volunteer had to begin with the feeling - her mistake as she now looks upon it - that she should have an informal relationship with her students, whereof the youngest were about 17 years of age. It just did not work. After a while she had enormous disciplinary problems. Another, a nurse, tried to practice the style used at home - helping each other out - but that took her the wrong way. The sweepers and cleaners thought that if she wanted to clean, she might as well be left doing it. So, she says, I had to mount my pedestal, because that is what they are accustomed to. She regrets that the cleaners hardly ever talk to her. There is one way communication only.

It is a common opinion that the climate at work is authoritarian. There is less discussion and it is expected that the boss is a boss and takes the decisions. There are positive voices also of course. A volunteer teacher finds that students are keen on asking questions and telling her when there is something they do not understand. She talks also with some annoyance about expatriates who practice a "colonial style".

PROBLEMS IN COMMUNICATING KNOWLEDGE

This theme was taken up with the following formulation: What are the biggest difficulties for people in this country in receiving the knowledge which the development worker is trying to communicate ? The question was unfortunately shaped in an ethnocentric way and might have been leading the answers. The results should be judged with this in mind. The tabulation of the material on the various types of "difficulties" looks like this:

(a)	13%	The qualities and reactions of people in the developing country.
(b)	7%	The qualities and reactions of the development worker
(c)	4%	Structural factors in the developing country. "The system".
(d)	12%	The development aid system.
(e)	6%	Material factors (for example lack of teaching aids).
(f)	12%	Differences between development worker - recipient as regards education and other background variables like culture, language etc.
(g)	17%	Other answers, cannot be classified.
(h)	15%	No problems. It functions quite well.
(i)	15%	Irrelevant answer or no answer.
	100%	total

Example of (c) is that the system of education is not adjusted to the conditions of the country. Example of (d) is that the planning of the project has not considered the need for communication of knowledge, and the difficulty in getting capable counterparts. Among answers which are registered as " cannot be classified" are some where the interviewee has stated several causes, but not stressed any one particularly. To the extent the categories are somewhat unclear the qualitative data may throw light on them. We are going to look at some of these data in the following.

Interesting in the table is that so many have considered (d) the development aid system, as a difficulty - in spite of the mentioned leading effect of the question. When someone has found that it functions quite well (h), the reference has, on the first hand, been to the personal situation.

What are the difficulties in communication of knowledge then ? One expert says: They expect us to talk about how things are - and then they take it that things are like that. There is a dismal respect for education, which one has to work on removing. Another says:
The difficulty is that people here do not have the work morale which we have. Still another one: People are very suspicious - and they have probably bad experiences in working with officials and government institutions. One, a volunteer is voicing the counterpart problem also in this connection and maintaining that the volunteers are just filling holes in the local administration and that does not offer many possibilities for communication of knowledge. The

volunteer thinks that this circumstance is the reason why so many feel let down. Especially when there is so much talk at home that the main task is to teach someone who can take over when you leave.

Other experts have other lines of thought. Communication of knowledge is very often a question of personal qualities. The expert may appear clumsy because he does not know the details of the cultural pattern he is working in. One is of the opinion that there is too little emphasis on communication of knowledge - there is a pressure to consider the job more important. The project has to be completed on schedule. The important thing is to do the job according to the job description.

How can the situation be improved ? There are opinions about that also, as this one: It does not matter really if one delayed the technical part of the job for six months if the communication of knowledge became better during that time. More staff is needed then, some professional educationists or psychologists who can evaluate the situation and give advice on appointment of counterparts etc.

A concrete proposal for improvement was this one from a volunteer: When the job itself is done, one should extend for half a year and devote oneself solely to education within one's field.

The expert must be sensitive, says another one of the same breed, he must not be trapped in academic snobbery, but decend to very simple jobs - and do them. This is a question of selection procedure and to some extent also of how the expert is informed before he leaves.

Now, do not let us forget that there are positive opinions: People are hungry for the knowledge one will give them. And one expert is also turning on the expert: The remedy is that the expert sharpens his wits.

THE IMAGE OF THE DEVELOPMENT WORKERS IN THE RECIPIENT COUNTRY - AS THEY PERCEIVE IT THEMSELVES

It is regrettable that there was time only to study how the development workers BELIEVE that people in the recipient countries perceive them. It would have been much more interesting to hear what people themselves had to say.

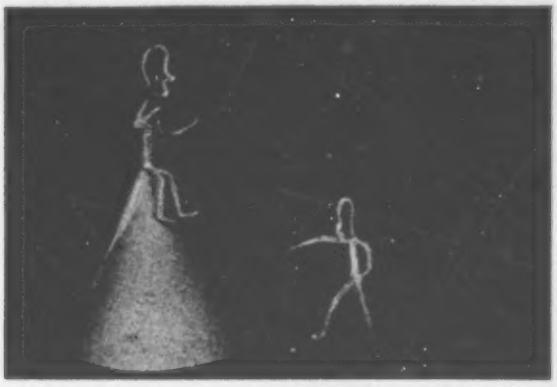
However, the question which was included in the interviews had this wording: How do you believe people in general in this country perceive development workers in general. That was, indeed, a general question and some interviewees also pointed out - and answered that by differenciating.

ETI	KEN	TAN	ZAM	Experts	Volunteers	All	
%	%	%	%	%	%	%	
53	47	18	15	36	33	32	Mainly positive
5	7	12	38	8	17	13	Both positive and negative
0	13	18	8	8	13	9	Mainly negative
26	20	35	23	31	25	25	Varies between individuals and groups
16	13	18	15	17	13	15	Cannot be classified
						7	Irrelevant answer or no answer.
100	100	100	100	100	100	100	total

As it can be seen only a tiny majority believed that the image of the development worker was mainly negative. Also there are no striking differences between experts and volunteers. Between the various countries the differences are more tangible (Again, keep the small sample in mind !) Ethiopian and Kenya are the countries in which the development workers perceive their own image to the largest extent as mainly positive. The emphasis in Tanzania is on the variation between individuals and groups. We shall not bore you more with figures but instead look on some of the qualitative data.

One expert in Ethiopia believes that Ethiopians distinguish between Swedes and other whites, and that it is very gratifying to come to Ethiopia for that reason. Another finds that he is received very kindly by the local farmers, and he believes in a tendency: The more educated a person is the less does he appreciate foreign experts.

In Kenya also many are struck by being so friendly received, but one says: The reason why we are welcome is that we are not British. A colleague is of another opinion: Many Africans feel inferior and they are not as grateful as we believe they are. We shall let this voice conclude the answers from Kenya: Our presence here is an intrusion. We give them a heavier work load. We ask questions and we do not accept that a thing should be done this way because it has been done that way for the past 20 years. We are creating a stress situation for them. They do not understand that we feel we are here for something more than having a pleasant time. For most Africans there is no difference between experts and colonialists. Both are playing tennis in white clothes.



In Tanzania, where the concept "self-reliance" is so much more stressed in the official policy, there is a reflection of that also in the attitude the development workers believe they are meeting. One feels like a necessary evil - and in some cases the interviewees recognise that this is an adequate and correct attitude.

The educated Africans feel it as a failure every time somebody from outside must come in and help, says one expert.

In Zambia. To begin with you are met with suspicion says an expert, and he adds, that is a natural feeling. A volunteer asks himself the question whether the Zambians really know what it is all about, because very often they seem to have the idea that Europeans are coming for the money.

There are so many attitudes - in one place you get the feeling that they are happy and grateful - in another place they ask you to go to hell and even chase you with axes, says another volunteer.

Reading all this it is appropriate to remember that Tanzania had Independence in 1961, Kenya in 1963 and Zambia in 1964. It is not so long ago, one development worker in Zambia points out that a white man dried off a chair with his handkerchief - if an African had just been sitting on it.

WHOM DO YOU SOCIALISE WITH ?

This is one of the questions on which experts in developing countries have been heavily criticised in the public debate at home. One has talked about tendencies to isolationism, new colonial behaviour etc. These are the quantitative data:

Experts	Volunteers	All	
%	%	%	
39	36	38	Socialise mainly with Europeans
11	16	13	Socialise with both to the same extent
28	12	20	Socialise mainly with Africans
6	16	9	Socialise very little
17	20	16	Cannot be classified
		4	Irrelevant answer or no answer.
100%	100%	100%	total

The difference between experts and volunteers as regards socialising with Africans is astonishing considering that experts more often live in the ghettos and hence are more tempted to socialise with their mates. This is difficult to explain. Some of the qualitative data may give indications.

There seem to be desires for contact with the local people, although it is a frustrated one. An expert wife says, many of us here feel it as a failure that we see each other only. A volunteer reports on unsuccessful attempts: There are some theorists who think that they should seek contact with people - and they can do it, of course, and fail, ...it does not work, the Africans don't let you in.

It is evident says another volunteer that we isolate - and it is fairly natural that people need that feeling of security - but the slang which starts flourishing in such places is disgusting. I was horrified when I came here and heard people's way of talking.

What does this situation derive from according to the development workers themselves ?

Differences in social habits, perhaps especially regarding the role of the wife, differences in personal interests, differences in housing standards are some reasons given.

An expert in Kenya points out the language difficulties. The solution is to improve the language training experts are given before they leave for Africa.

Scandinavians also have to overcome their shyness and take interest in other people, he meant.

Should one dare to say also that a cause of much frustration is that some experts are professionally too highly qualified for the type of development work they are ending up with - and that the situation would improve if the developing countries requested professionals who had more modest formal qualifications?

Apart from the type of socialising discussed so far, it is not uncommon that development workers support students and, in certain cases, house them also. Nor is it uncommon that they participate in local activities from sports events to voluntary work.

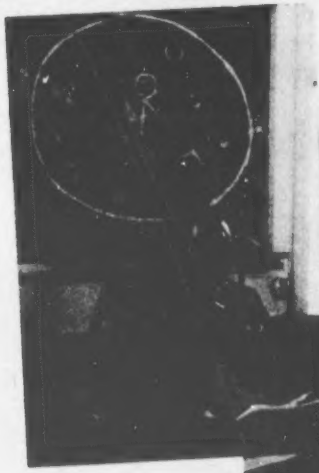
...internal communication and management lead us straight into the necessity of SENSITIVITY TRAINING, although we shall practice it cautiously in a couple of experiments. Friends, the criterion of a good information man is not that he is a good talker, but that he is a good listener !

Communication Experiments

conducted by
Lars Norberg.

Written by
The Editor

Exercise II
Face to audience
Questions allowed



Exercise I
Back to audience
No questions

EXERCISE IN ONE - AND TWO-WAY COMMUNICATION

THE COMMUNICATOR'S FEELINGS

In the first exercise I did not feel confident in myself. I think this was due to the fact that I did not clearly understand the message I was supposed to communicate. The fact that I was not looking at my audience also gave me the impression that my message was not a serious one. Many people gave up after the 3rd or 4th rectangle. Others did not even start. They were either disappointed or frustrated beyond measure.

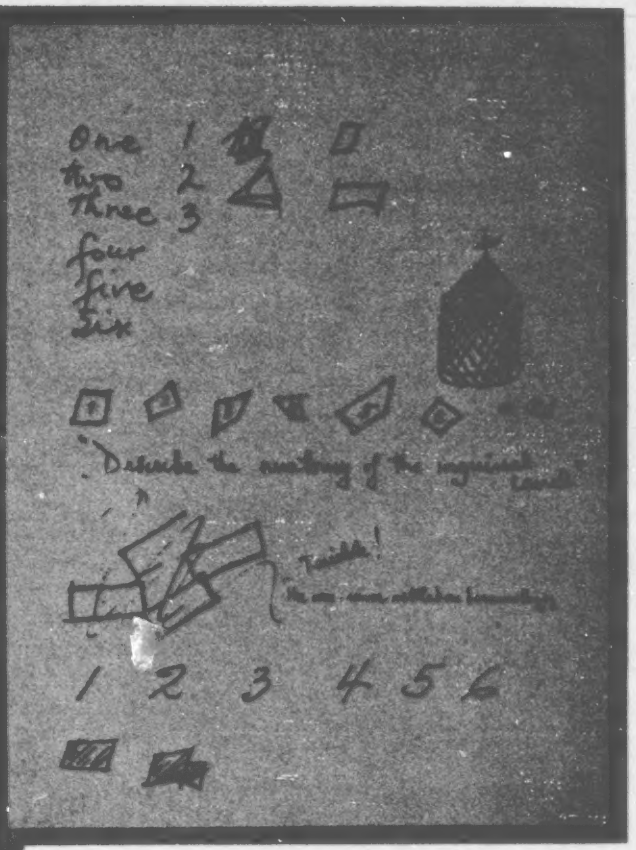
In the second exercise things eased a bit because I was able to have questions from the floor. Some of these questions guided my thinking. I was able to keep the interest of the audience and felt confidence in myself. I think there was two way communication. People were noticeably communicating even

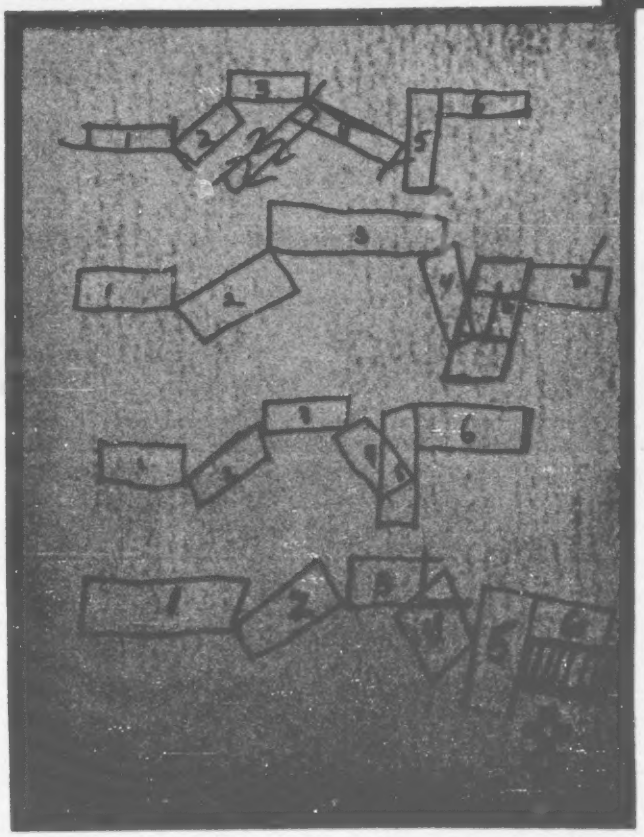
among themselves. I was convinced that if one has a message to communicate one must fully know the message and one must repeat that message many times before it gets across.

THE RECIPIENT'S FEELINGS

In the first exercise:
- Did not understand what he meant. Hopeless communication !
- The communicator did not know what and how to communicate!
- The communicator is baffling !
- The frustration devoured me like worms in the stomach.
- Terrible frustration. The communicator never settled on a language or terminology.

One of the participants very signiiicantly drew a birdcage with a cross on top, instead of listening to the communicator.
Another verbalised an apparent pet aversion from the days when he took his degree: " Describe the anatomy of the inguinal canal" - whatever that may have to do with lack of communication.





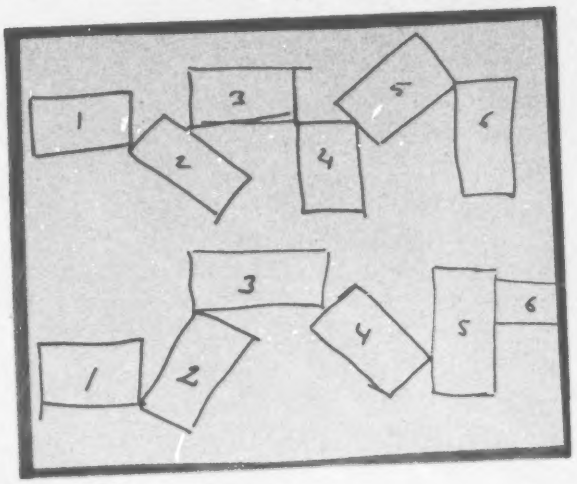
In the second exercise where the communicator was facing the audience and questions were allowed, the mood became relaxed. The recipients were participants in a meaningful process. Here are some of their comments:

- I had the chance to ask, discuss, clarify. Got the help of others. Shared the frustration. Resolved the problem.
- I found it was a great relief to be able to communicate in two directions.
- Not too difficult but it was exhausting because I had to ask so many questions.
- The communicator could have been more precise in his language. I succeeded, however!

As you can see from the drawings and notes some of the participants made, the first, one way exercise was really a blockage, whereas in the two way communication process the message got across, although with some individual scrollwork.

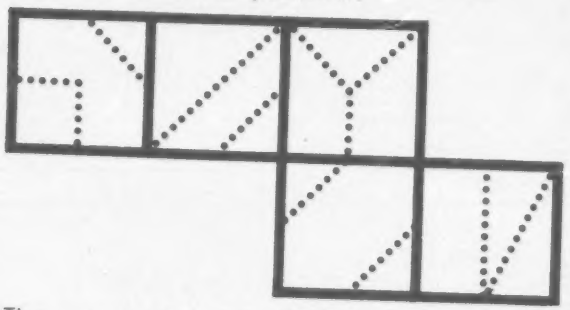
There is every reason to believe that the experiences from such an experiment are valid also in a larger practical communication context. What can professional information and education people learn from applied communication?

This is how message I and II should have looked when properly received.



EXERCISE IN GROUP COMMUNICATION AND CO-OPERATION

The participants were split in groups - with five in each. Each person was given an envelope with bits of cardboard mixed in a preset pattern (see list of literature for more information) - and was expected to end up with a square by getting needed bits or giving odd bits. No talking was allowed. The squares were cut in this pattern.



The group work was followed by "policemen" who saw to it that the laws were followed, recorded the history and participants in the reporting.

INSTRUCTION TO THE GROUP

Here are five envelopes. Each one contains pieces of cardboard for forming squares. When the trainer gives instruction to begin, the TASK OF YOUR GROUP IS TO FORM FIVE SQUARES OF EQUAL SIZE. The task will not be completed until each individual has before him a perfect square of the same size as that held by all the others.

1. NO MEMBER MAY SPEAK.
2. NO MEMBER MAY ASK ANOTHER MEMBER FOR A CARD OR IN ANY WAY SIGNAL OR SUGGEST THAT ANOTHER MEMBER IS TO GIVE HIM A CARD.
3. MEMBERS MAY HOWEVER GIVE A CARD TO OTHER MEMBERS, BUT NOT LAY IT DOWN TO HELP FORM ANOTHER SQUARE.

Note. Do not take any notice of the letters written on the cards. They only indicate which envelope they belong to.

AIM: THE GROUP IS READY WHEN EVERY-BODY HAS AN EQUALLY BIG SQUARE IN-FRONT OF HIM-SELFE.

LAWS:

NO TALKING

NO TAKING, ONLY GIVING

A GROUP WHICH SUCCEEDED QUICKLY

- There was great movement of bits between us. After a while we discovered that it was better that everybody gave his material to a single person who made the puzzle very quickly.

A GROUP WHICH DID NOT SUCCEED

- We did not quite understand the law of giving and not taking. Nobody was willing to give away any of his bits.

ANOTHER UNSUCCESSFUL GROUP

- One of our members decided to isolate himself completely with his bits and blocked the circulation.

A SLOWER SUCCESS

- After a while we discovered that we were not really in competition with each other. We started to look around at others to see what they needed. When we discovered the language of giving we solved the problem.

Those who finished first were a study worth. They were a pleasure to themselves and a nuisance to others. Strutting around like peacocks, looking down on those who had not finished.

LOOKING AT IT

Observers also had a meaningful experience. A group with representatives from Kenya, Tanzania and Uganda were disregarding their individual objectives for a while and building a common superstructure of bits. Some asked them if it was the East African Community.

Another group got increasingly annoyed by having to combat "numerous foreign aid suggestions from unauthorised spectators".

In the history of one group there was an era of anarchy staged by long suppressed women which in turn faded out in a general national depression and period of political inactivity.

HOW TO SUCCEED IN TEAM WORK

In the discussion afterwards the following points seemed to crystallise themselves:

x The laws of the game and the objectives of the work must be clearly communicated to and perceived by EACH participant.

x Development of some kind of "LANGUAGE" or communication opportunity within the limits of the laws is essential for success.

x LEADERSHIP is also essential.

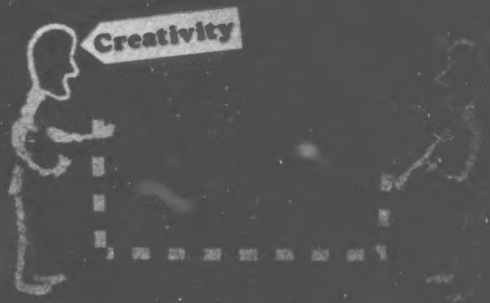
There was general understanding moreover, that a common pot of bits was one of the more successful solutions and that laws and restrictions tend to kill the CREATIVITY in the group.

The way people perceive you, is often very different from the way you perceive yourself. Discovering that is a matter of SENSITIVITY. Others call it SOCIAL INTELLIGENCE. Communication and co-operation does not come about without it.

.....

Some people did not recognise themselves in these drawings doodled down by one of the participants. May be because they were not very sensitive or may be because the draftsman was not very skilled. The less articulate the sender is, the more sensitivity is required from his recipient. Articulation and sensitivity must be inversely proportional in the system.

... and sensitivity training again leads us further on to the vital notion of CREATIVITY without which any information effort is doomed. Sensitivity and creativity are prerequisites for understanding of our counterpart in the communication process, our fellow man. I shall myself draw up some FRAME CONDITIONS for creativity in the field of visual aids on Saturday morning. That will be followed by PRACTICAL DEMONSTRATIONS in two advertising agencies.



Communication by Visual Aids

FROM PERCEPTION TO CREATIVITY

An outline

by Andreas Fuglesang

It is generally accepted that communication in developing countries is very dependent on visual aids, because so many people are illiterate. It seems to be an assumption that pictures are some kind of intercultural language which everybody understands. Films, slides, posters etc., should be able to transfer knowledge where oral language fails because of the barrier which the myriad of vernaculars represent, or simply because many things are easier to explain visually than orally.

Most people who have worked seriously with communication in the field realise that there is reason to doubt the justification of this view. It is probably right to say that PICTORIAL ILLITERACY is almost as widespread as illiteracy itself.

It makes sense that people have to learn to read pictures, just as they have to learn to read the pages in a book. But this is not recognised because education in reading pictures is an informal process. It goes on autonomously in societies where pictures of all kinds are part of the individual's visual environment from birth to death. In environments where there are no or very few pictures, like in the remote village, the process simply does not come about. Pictorial literacy develops proportionally with the amount of pictorial stimulation the individual is exposed to in its environment. Observation confirms that in towns where there is abundance of pictorial stimulation people who are otherwise illiterate may be very literate as regards comprehension of pictures.

HOW DO PEOPLE PERCEIVE ?

The way people perceive pictures is obviously of importance for their understanding of them. There are a few basic phenomena in visual perception which are important to understand. Perception seems to be a process of gradual structuring. It is not so that a person perceives and comprehends a picture in one total go. The understanding comes to him as his eyes and attention is scanning from detail to detail until suddenly he grasps the essence of the picture 's meaning, or shall we say idea ? One can envisage the perception process as in this series

of pictures. At first the picture is more or less unstructured. It consists of contrasts and vague shapes. Then attention catches on a detail. The detail conveys meaning. The eye is moving on to other details with meaning and finally the whole picture is perceived and comprehended as a complete unit of meaning - as a message communicating something to the observer. On this background one can understand that the details in a picture are of decisive importance for the total comprehension of that picture. On the other hand,

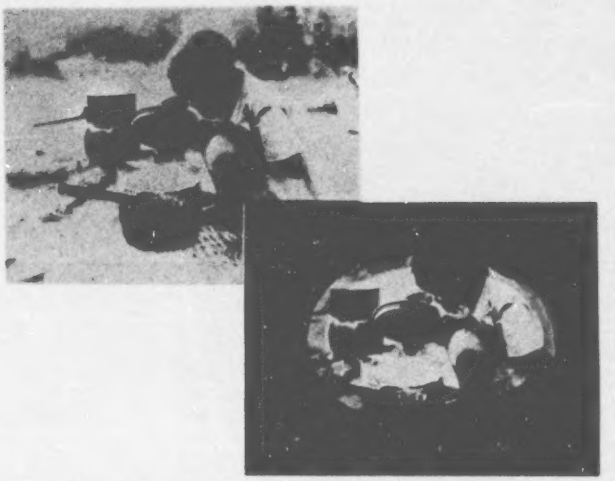
when people's experience in reading pictures is very limited they may misread the details and thereby interpret the whole picture wrongly. This picture of a healthy boy straight from a rain shower with strong white teeth is in accordance with the Westernised toothpaste advertising approach. But many pictorially illiterate people got another impression. The raindrops on his brow were interpreted as skin blisters. The highlight in his eyes as the disease trachoma. Some also said that the highlights on his nose and chin were the beginning of leprosy - etc. These interpretations are, all in their way, very intelligent and should not be laughed at.

The conclusion of the observers were, in other words, often very different from the intentions of the producer.

THE PICTURE IS NOT SQUARE

When the eye is fixed at a certain point in a picture and the picture is held at a certain distance from the eye,

the picture is actually appearing as an oval. This corresponds to the shape of the eye. The fixed point of the



picture is then centred in fovea centralis the area for the clearest vision on the retina. From this centre and out towards the periphery the vision is becoming more and more unclear. In the peripheral areas of retina our vision is, in fact, limited to very rough contrasts and shapes.

When we look at a picture we are perceiving it in a series of split second fixations. The contrasts and shapes in the periphery are among the factors which determine the way we are subconsciously moving our eyes from one fixation to another.

From what has been said in the preceding about the importance of details and the eye movements, it may be realised how enormously important a professional LAYOUT is for the perception and comprehension of pictures, posters, teaching aids and also films. The layout is not an artistic gimmick but a functional tool by which you make the observer see what you want him to see. From a communication point of view, layout is a highly professional matter. There must be correlation between the importance of the details of the content(message) and the visual weight and contrast of the details in the picture. This is the essence of layout design and pictorial composition in general.

WE SEE WITH OUR EXPERIENCE

Much more than the visual sense is involved in perception and comprehension of a picture. Pictures are always fragments of a reality, call them simplifications or abstractions - more so for example, line drawings than photographs. A line drawing is really an extreme simplification of reality outlining as it does a few features of the object only and giving it little or no substance. People who have been exposed to an abundance of pictorial stimulation tend to read more into the picture than they actually see in front of them. They interpret the details and sort of build subconsciously more into the context than is actually there. They see it with their experience. On the contrary, people who are pictorially illiterate will tend to perceive less of the picture than what it actually contains. We can envisage the process in the following drawings. The line drawing A gives a series of details to the

pictorially literate person: Kneeling at fireplace. Child at back. Scarf on head. Subconscious interpretations: African. Dark skinned. Rich pattern

on scarf etc - and the picture is consequently perceived as something like B.

The pictorially illiterate person - on the other hand, will be caught up in a few details. May be the facial feacure and the cooking pot, which are details with high relevance in the daily visual environment. The rest of the picture may remain as a " heap of lines", more or less unstructured as regards communication of meaning - like in C.

Seeing with the experience means that the pictorially literate person is recognising a number of clues in the picture which he has learnt to interpret in a specific way. People of different sizes, for example, indicate the 3rd dimension i.e. that some are standing deeper into the

picture than others. It is very logical for people who have not learnt to interpret these clues to say that they see giants and midgets. The whole concept of lines indicating perspective and thereby the 3rd dimension is also completely strange to people who have not learnt to read them that way.

There are also movement clues. A man running with one leg in the air may well be interpreted as a one legged man by people who do not know the clue. A man with both his legs on the bicycle pedals is usually providing us with the clue that he is moving etc. There are a wide range of such clues which people have to know if they are going to interpret the picture correctly.

The consequence of these observations is that pictures, be it stills or movies, are by no means suited to play the role of an intercultural super language. They must on the contrary, be produced under the most meticulous consideration of the qualities of and the circumstances in the target population for which they are meant. And, even so, once produced as teaching aids or whatever the purpose is, it is necessary that reading of pictures is made part of the teaching programme in which they are used as aids. A picture or teaching aid is not self explanatory to illiterate people. They must be given a chance to come up and scrutinise it. A detail may be recognised. And if their attention is called to other details which have evaded them the total message reveals itself to them very quickly. Even if they have hardly seen a picture before. There is nothing wrong with people's intelligence, but often the artist has been pretty stupid.

GUIDELINES FOR CREATIVITY

Creating teaching aids and information material for use in extension programmes must be considered a purely functional matter. So often artistic gimmickry and sophistication is met with in visual design which has no justification in this context. Nor is there justification for the amateurish endeavour which speaks for itself but hardly for the message. There are strong limitations to the creativity if it is going to relevant for a target population which is pictorially illiterate. Some guidelines may be given for how to create the good idea and give it the right shape, but it should not be underestimated that this is very much a matter of the sensitivity and the personal attitude of the artist.

There is reason to believe from observations and field studies that some pictorial manners are more suitable than others. The line drawing, which is, in fact, the most used manner in production of teaching aids in Africa, is mostly a poor way of presenting a message. It does not give much of detail and substance to a person who cannot read it with his experience. In a study where people were asked to identify pictures in different manners and to point out the one they saw first, the line drawing came out poorest. The silhouette performed a bit better, because it provided a lot of contrast in relation to the other pictures, but evidently there are limits to what can be expressed by means of silhouettes. Better again performed the square photograph. Limited by its frame only it contains, however, often details and contrasts which are distracting to the message itself. Some of this could be eliminated if the picture is staged when shot, but this is often a costly and difficult procedure. Staging the picture on the paper by "blocking out" the main message and eliminating all unnecessary details is easier.

The blocked out photograph performed by far the best. Probably because it supplies good contrast, "realistic" details relevant for the comprehension of the total picture - at the same time as unnecessary elements in the background are eliminated.

Such observations are certainly important in the creative work with teaching aids or other types of information and education material.

CREATIVE COMMUNICATION THROUGH CONCENTRATION

What we have been describing is basically the process of concentration on the message essentials and elimination of everything else. What is required is a disciplined creativity - getting the right ideas within the right frame of reference. If you want to communicate vaccination, do it (A) - and do not

communicate a nebulous myriad of contrasts in which the important details are lost (B). If you want to communicate a healthy baby - do it.

And do not forget that to create a solution to a communication problem is a hypothetical activity.

You can create 10 alternatives within the frame of reference you have defined - and you can test them all thoroughly in the field and find out which of the 10 is the best - but you can never exclude that alternative No.11 or 12 would have been much better. Creative work is an infinite process. What counts is the searching attitude.

Symbol and Corporate Image

Written by
The Editor

Based on notes from
Mr Björn Petersson's presentation

this is the symbol...

... and this is the story of the symbol. How it was given form and life, and how it thereby gave CORPORATE IDENTITY to the Swedish consumer co-operative movement. Corporate identification is now considered a vital factor in modern marketing.

Scandinavia's largest business enterprise - the Swedish consumer co-operative movement - sought identity through a symbol. It took 2½ years to do the job; the size of it was considerable. Members of the movement represent 1¾ million households throughout the breadth and length of the country and they operate in all 300 co-operative societies. The so called co-ops account for 27% of all retail food in Sweden today. Swedish co-operators have their own wholesale society - KF- which is responsible, not only for collective purchasing but also for a large number of manufacturing enterprises producing consumer goods.

The local co-operative societies have 35,000 employees and the wholesale society KF have another 20,000.

At various stages of its development KF had considered a symbol, but there seemed insufficient justification for its introduction. The INFINITY SIGN had been in use at several occasions and was ultimately, in 1964, decided for by the Council. A creative group of 3 specialists was assigned to the task of developing the actual graphic design. Months of work was laid down in the production of sketches. Out of a hundred or so of variants a final choice was made. Next came the question of colour, and ultimately the choice came down to blue - or more accurately, two shades of blue, one for indoor and one for outdoors. The subtlety of luminosity had to be considered.

But one thing is the visual appearance, another the content, the message ! Or may be it is the same thing ? In modern advertising and communication a symbol is more than a mere graphic outline or combination of letters. A symbol must give an immediate impression of the character and nature of the firm or organisation - that is the essence of the CORPORATE IMAGE. The symbol for KF should certainly represent co-operation, but, at the same time, it had to be specific and sell goods in all the retail outlets. The interconnection between co-operative products and co-operative ideology was the baptism of fire for the new symbol.

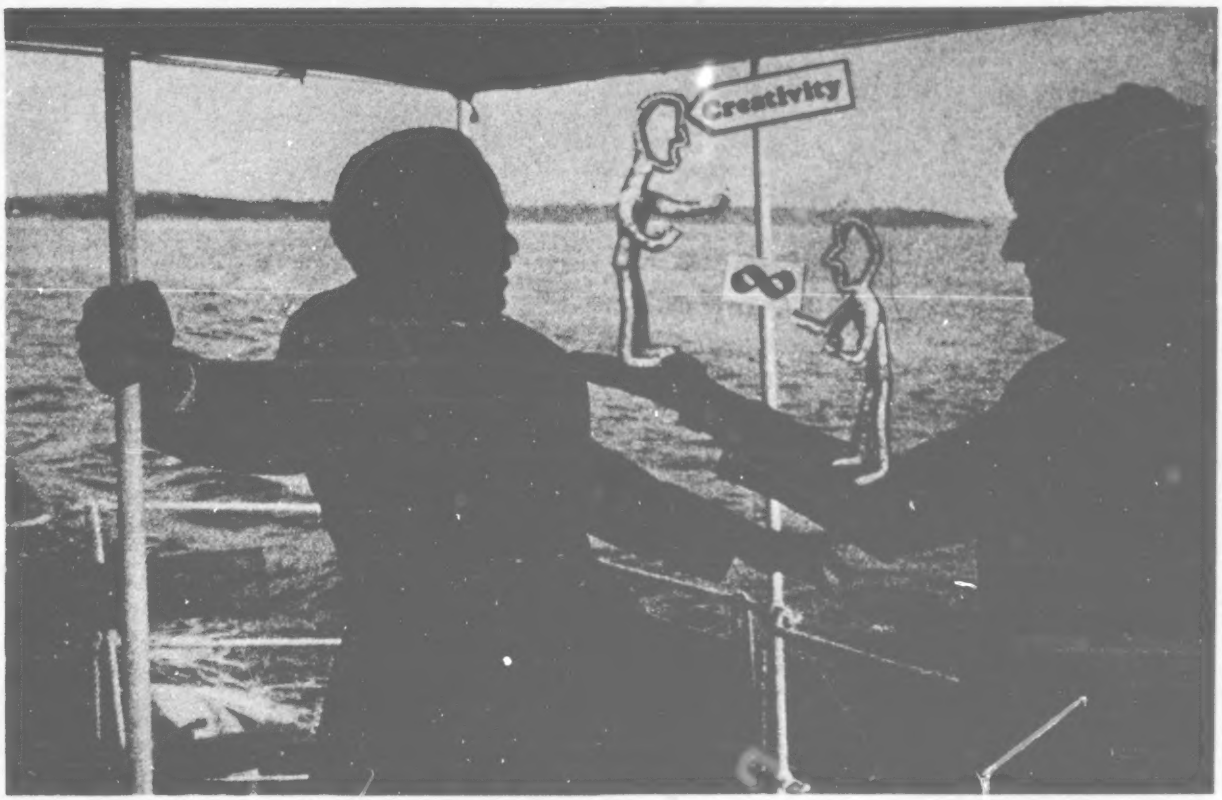
So the symbol had to be a SIGN with emphasis on advertising, it had to SELL day and night. It had to be adaptable and useable in many connections indoors and outdoors, on and in all the hundreds of stores, supermarkets or production enterprises. And on all the motor vehicles. People should be able to recognise the co-operative movement wherever it was. The tab for that was US$ 1 million. But money also had to be spent on introducing the symbol to people on a nationwide basis through mass media and co-operative media channels. The tab for an introductory year was US$ 700,000. Preparatory work, planning and research on effects upped the bill by another US$ 100,000.

The public information campaign was the crucial factor in linking up in people's minds the visual appearance of the symbol and its content, the corporate image it was supposed to represent. The campaign had to communicate three basic points, therefore:

- what the symbol looked like
- who was using the symbol
- what the symbol represented

Outdoor advertising provided the most elementary way of showing what the symbol looked like, who was using it and also the essential promise going with it, which was CUSTOMERS GUARANTEE.

Customers guarantee is a major issue in consumer societies. With the flood of products the difficulty is consumer information and the problem of making the correct choice considering price and quality. It is made part of co-operative shopping. The customer guarantee means that the consumer co-operatives shall offer the best in quality, the best in service - and naturally, at the lowest price.



But, some also had a wider view that the co-operative movement should not be content to let the symbol stand for a corporate image solely covering guarantee. Ultimately it should become a symbol for the movement in all its aspects - not the least for a movement representing democracy in economic life and international solidarity.

Hundreds of advertisements and other messages in mass media communicated the content of the symbol to people.

And it should not be forgotten that the public communication campaign was only one side of the coin.

Another promotion campaign was launched internally aiming at the 56,000 staff and management of the movement, seeing to that knowledge and attitude was there to make the promises to the public a reality.

The target population was the Swedish public in the widest sense. How did the campaign actually go ?

By the middle of January, a fortnight after the very first appearance, research showed that 42% of Swedes recognised the new co-operative symbol. 11 months afterwards the figure was 89%. Now, recognition is easy enough. How many associated the symbol with the essence of the corporate image, the customers guarantee? By December 54% did.

This is, in general, from a communication point of view, a very satisfactory result. But do not think that such a creative effort and such a comprehensive communication campaign avoided criticism.

Here is one voice:

> The symbol conveys no message whatsoever which could stimulate people to make impulse purchases. It does not represent anything, a person, a firm of which we can approve or disapprove. Quite simply, and here I speak my mind, it is a piece of non-figurative art, and as such it goes completely over the heads of the great bulk of Swedes.

.....

THE EDITOR'S COMMENT

Whatever the opinions are about it the infinity symbol is, to this day and will probably for a long time, be vividly alive in Swedish society. And it invites a number of questions concerning communication in developing countries. Could not agricultural extension, public health or community development do with a CORPORATE IMAGE ? Do they have any profile at all ? What do they actually stand for in the minds of the villagers ? What promise do they make - and do they really keep it ? Whatever the subject, extension services are selling "products", like new ideas and knowledge - are they delivered with a clear cut, comprehensible customers guarantee? Is not both as regards form and content, the simplicity of the message the decisive factor ? Should more money be spent on making the extension services infinitely recognisable ? Is there a sign outside the office of the District Agricultural Officer, so that you can possibly find it when you are out travelling ? Does he have a real professional identity in people's minds, so that they can rely on his advice ? Ask a CREATIVE question off the cuff: How can the idea of a CORPORATE IMAGE be utilised with benefit in communication work in developing countries ?

A Short Story

ABOUT A CREATION

by the creator himself

(A note from
Mr Björn Petersson's lecture)

ONCE UPON A TIME

there was an advertising man - or was it a scriptwriter in Government Information Services or Junior Health Education Officer in Ministry of Public Health, maybe ? He struggled for days and nights and created with sweat and his heart's blood a new masterpiece. And when he looked at it he saw a thoroughbred horse with fiery eyes, a proud neck, slender racing legs and a splendid tail.

He saw such a perfect animal that the Creator himself could not have done it better - and then ...

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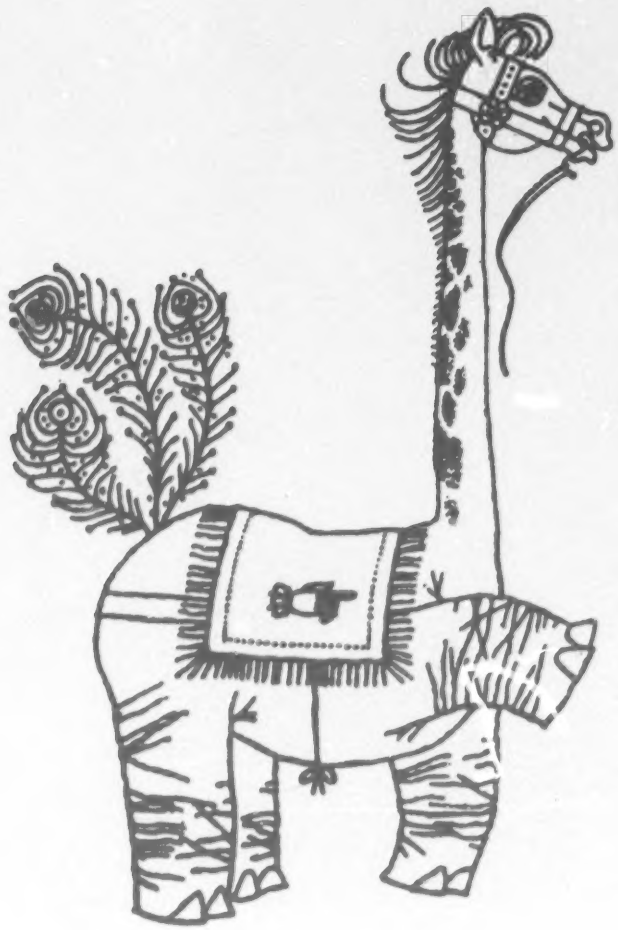
HE PRESENTED IT TO HIS SUPERIORS

His boss said: The legs cannot carry it. This was discussed and they gave it an elephant's legs. Somebody else objected: It does not see far enough. This was discussed and they gave it a giraffe's neck. The Minister himself saw it and he said: It does not impress people. Everybody agreed and they gave it a peacock's tail



- AND LATER HE WAS DEMOTED BECAUSE HIS MESSAGE HAD NO EFFECT

A View of Creativity

AND HOW TO USE IT IN ADVERTISING

by Bengt Lindhé

The human being differs from all other living creatures in having a brain, with which he is able to draw conclusions and make inventions. You can teach a dog to sit on his tail if you give him a lump of sugar. But you have probably never heard of a dog who has thought of standing on his head too, in order to obtain another lump of sugar. A human child in a similar situation, however, would certainly think of it. This idea, arising in the child's brain, is an example of what we call creativity.

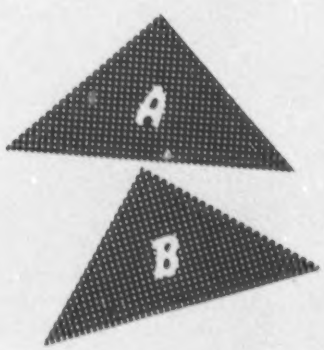
Every normal human being has a creative mind, but it is more or less pronounced in different individuals, that is to say, they are differently gifted. Some people exercise and develop their creative minds and become - depending on their gifts - painters, composers, authors, scientists, researchers or politicians. Some of them even go in for advertising.

Those who work in advertising are normally specialists in different fields. For example, one is endowed with a visualising mind, another has the ability to express himself in words and a third is good at figures and statistics.

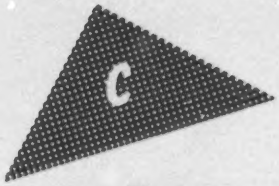
In an advertising agency there are always people with different talents, who naturally have accumulated little by little a lot of experience. By bringing together two or more of these people, you get a creative team, and by getting them to co-operate, you can find solutions to various problems.

CREATIVE TEAM-WORK

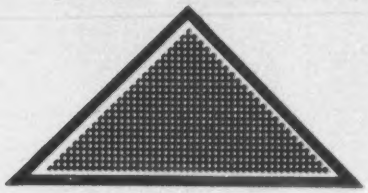
As nobody has managed to explain what creativity is from a physical point of view, it is impossible to measure it. But let us, for the sake of visualisation, suppose that one man A has this amount of pictorial talent, another man B has this amount of verbal talent,



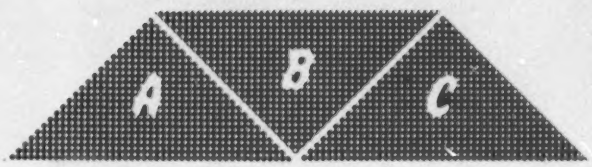
and a third man C has this amount of ability to think in figures and statistics.



If each of these men is sitting alone in his room, his creative mind is bound by these lines.

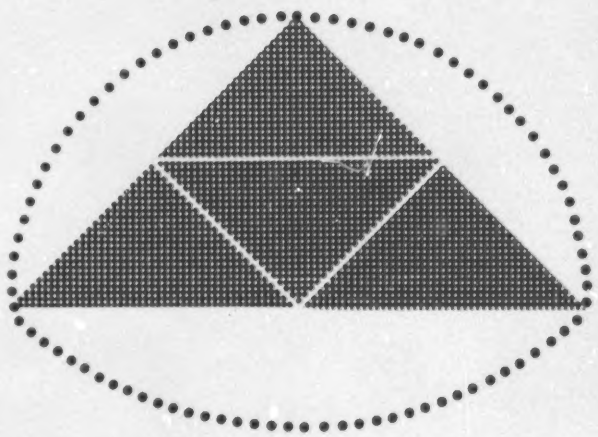


But if you open the doors and bring them together, each of them gets a space that is three times larger to expand in.



What happens now?

Well, as A, B and C are often three very talkative characters, they start a kind of ball game consisting of questions, answers, thoughts, and ideas. If this "game" is smoothly directed to a certain goal, there develops little by little a total amount of creativity that is at least as large as this. Actually, there is no limit to it at all.



But if the total result is to be meaningful, the process must, of course, be guided in an intelligent way.

HOW TO LEAD A CREATIVE GROUP ?

Remember the slogan that was heard during the French Revolution: Liberté, Egalité, Fraternité.

LIBERTY is perhaps the most important. Every member of the group is to be free to think and say exactly what he wants to, without being exposed to scornful laughter. In other words, don't be too critical (and that is very important at the beginning of the group's work). An idea or a picture or sentence that is apparently quite mad, often inspires in the next step of the creative process another idea which may be useful.

EQUALITY, because it is absolutely essential that all members of the group should be on the same level. Age, sex, position or titles must not be of any importance.

FRATERNITY, because you must regard yourselves as brothers and sisters. Call each other by your first names ! Think of the group as WE, not as I.

So a good rule is: "Don't be afraid, don't be critical, don't say no".

Another good rule is: "Keep a gay atmosphere in the group". Laugh ! Sullenness and silence do not promote the creative process.

And, finally, avoid being disturbed during the sessions. Cut off the telephone and keep out visitors who are not actually involved in the matter in hand.

YOU MUST REALISE that the creative process often takes quite a long time. It is, actually, going on not only during the sessions, when the team is together, but also in the brains of the members in the meantime, even though it accelerates during the sessions.

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THE EDITOR'S COMMENTS

The live demonstration Mr Lindhé and his group gave of how they solved the creative problem of SUGGEX, was an excellent example of applied communication. The congenial atmosphere in the advertising agency they were working in - underlined it. The staff had gliding work hours. That is to say they could turn up at night or work 24 hours and take a day off. The only condition was that they worked the stipulated number of hours per week.

The office had several slot machines, games and other gimmicks. Do you feel like having a beer ? Take it ! But do not think that softness is an end in itself in the advertising trade where competition is as hard as bone. The productivity in the agency was at top and at top quality. The atmosphere of relaxation and freedom is, of course, a deliberate means to this very end.

If one can see that this has to do with management, one should say that management in a creative context is at its best when it eliminates itself.

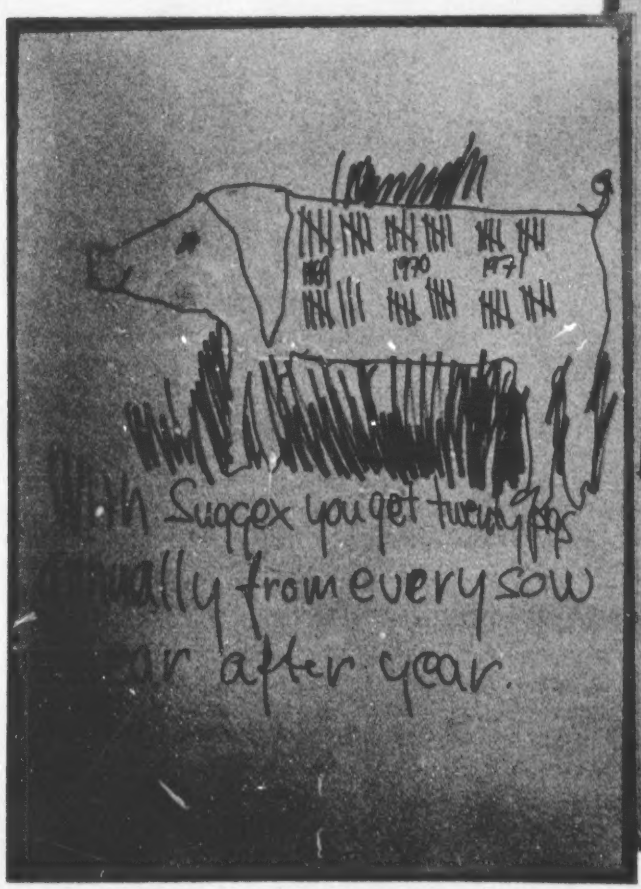
The creative problem was the following: SUGGEX is a concentrated and highly nutritious pig fodder. It is a bit more expensive than standard pig fodder, but experience and research have shown

that the breeders who use SUGGEX get more even litters of young from their sows. 20 piglets per year per sow is a usual average.

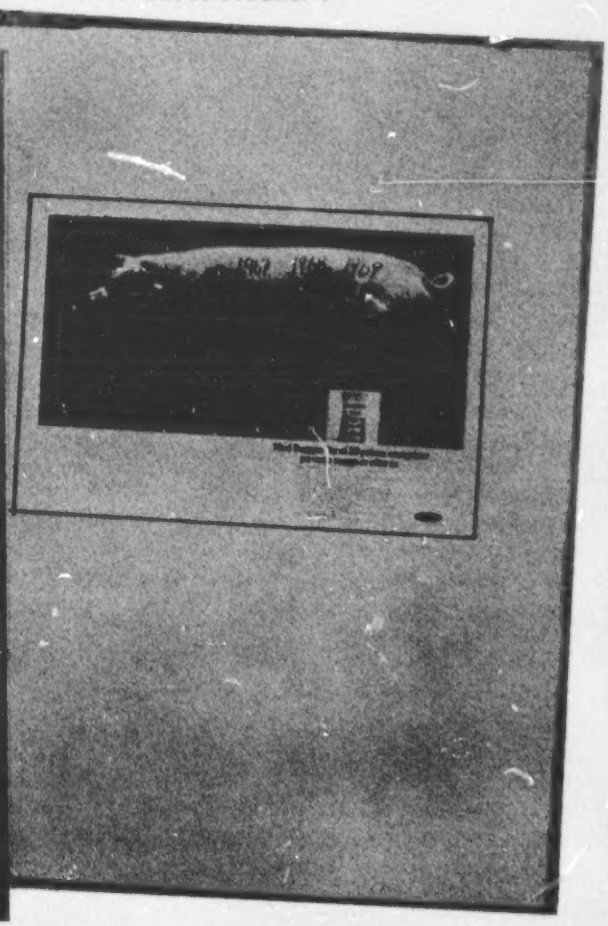
How to express this visually in an idea that "goes home" to farmers who are breeding pigs ? The group first defined their problem by chatting - and started kicking verbal balls to each other. Many ideas went astray. But the talk tended to circle around the 20 piglets a year, which is really the point for any breeder. And then of course, year after year. And what do earthbound and practical people like farmers do when they like to keep a rough account of events in cowbarn, stable or sty ?
They write it on the wall for memory - you know one, two, three, four sticks and the fifth across. And how could this account of 20 per year, year after year, be visually clearly connected with the SUGGEX sow ? And how...., well, of course: We simply paint it on the sow herself ! And there it was the first rough sketch of the final idea.

There are many problems in agricultural extension services. Could this technique be used to solve some of them ? Not in advertisements - and not this particular idea, but other ideas in other more suitable media. You cannot hit the ball unless you start kicking !

The first sketch



The final advertisement



Ideas about Ideas

- fragments on creativity

by The Editor

Any organisation dealing with some kinds of communication activity is vitally dependent on the creativity of its staff.

Creativity can be nurtured by arranging the internal conditions in the organisation so that they promote it.

Free association and brainstorming is one method of letting loose the powers of imagination. No idea is "bad". It can always lead to a good one. No idea is "mine". It can start off in one person, but be accomplished in another. Creativity is ideal communication. It is participation.

Two dimensions of the mind are involved in the creative process. One dimension is the emotion, the sensitivity, the intuition, the profound engagement leading up to the emergence of the idea, the ability to wonder about a matter of course. The other dimension is the logical thinking, the analytical evaluation of the idea or invention which just emerged.

What else can be said about the nurturing of creativity ? Talking about it is like trying to grip a jellyfish in water with bare hands. It evades the most elaborate attempt.

It seems as if it is important for the creative process that it is objective-oriented. The person or persons in whom the process is expected to take place, must have a clear definition of the problem in their mind and they must concentrate on it over a period of time.

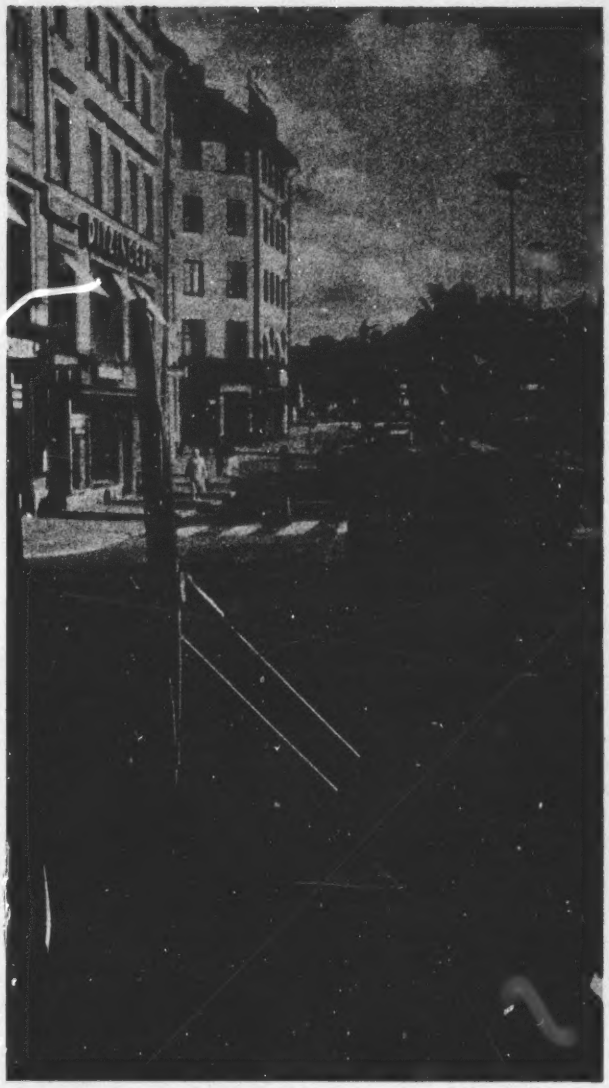
Then the persons must have an ample supply and stock in their minds of raw material for the idea. They must make relevant observations in reality, read up relevant material etc.

After this effort follows a period of exhaustion, relaxation, and sometimes indifference. It is at this stage the idea is usually born as a lucky combination of associations in the border country between the conscious and the subconscious.

After the birth there is the period of tidying up, simplification or adjustment of the basic idea which develops into the forming of the idea in word, picture or material.

The final process takes place in daylight. It is the testing of the idea and the evaluation of its performance in the practical communication context. The question is: Can its practical applicability be verified - or does it slip out like a jellyfish?

CREATIVITY is finding a wonderful flower along the road which nobody else saw.

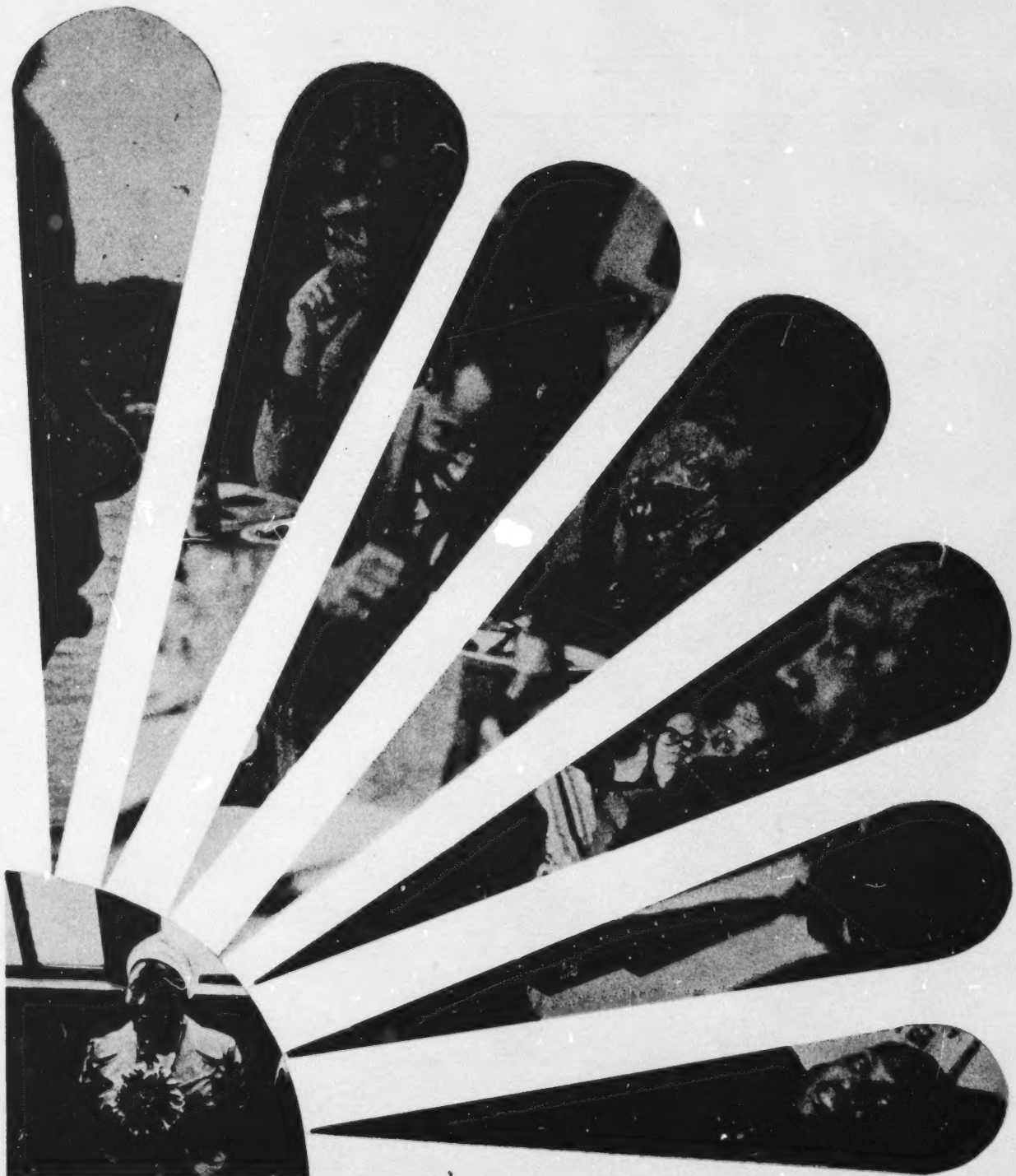


CREATIVITY is a window wiper driven by your sensitivity. It makes you suddenly see reality clearer. It is revelation growing from pensiveness.

CREATIVITY is not found under a microscope, but if you are lucky, it may be on a green handcart with an orange handle.

CREATIVITY is freedom of mind. It is letting everybody think you are askew because you insist you have seen a two headed goose. And you have !

CREATIVITY is to pick a wonderful flower from somebody who found it and to let it grow wonderfully into other people's minds.



Creativity is to screen things through your imagination and acknowledge the result, even if it is laughable.

.....

--- as you have seen, creativity invites to all sorts of dubious profundities. And what has this to do with development communication and development in general?

May be that development should mean INNOVATION rather than imitation. What essential meaning has the concept DEVELOPMENT now almost imperceptibly "developed" into ? Does it mean social change, growth - something neutral like that - or does it mean something more biased, like industrialisation, modernisation or even Westernisation ? The latter is not yet an appropriate colloqialism. But modernisation is quite acceptable. When something is modernised, it is done because it is considered desirable to make it like something else which is modern. So what more is this than imitation ? And implicit in it is the value judgement that everything which is not modern and traditional is also undesirable.

In the communication profession there is a slogan type sentence which survives any seminar; it has become a book title even:
DIFFUSION OF INNOVATIONS. Whose innovations are diffused ? Is this not etnocentrism par exellence ? Are other types of innovation than the Western technology not thinkable ? One should rather say: diffusion of imitations ?

Development is a society's utilisation of its OWN capacity for innovation ? Only through its own creativity can a society increase its control over the environment. For the individual, creativity is assuming identity. Can we communicate creativity ? How can we communicate creativity ?

... then on September 5 it is time to gather together all the pieces. We shall scrutinise some TOTAL COMMUNICATION CAMPAIGNS in such varied fields as traffic, nutrition and family planning. Emphasis will be on selection and integration of message and media, - and on FEED BACK, the stairway to better participation. We shall wind up by giving you the opportunity to apply your total knowledge by participation in a communication game and group work...

A Family Planning Campaign

Written by
The Editor

Based on notes from
Miss Susan Perl's lecture

STEP BY STEP ANALYSIS OF
CAMPAIGN-FACTORS CONSIDERED THROUGHOUT

BACKGROUND

1 IPPF stands for International Planned Parenthood Federation and FPCN stands for Family Planning Council of Nigeria. The first is the international mother organisation. The latter is the national organisation responsible for the local campaigns."Us" referred to throughout this presentation is the joint FPCN/IPPF team which undertook the production and implementation of the film campaign.

2 FPCN's programme was basically Clinical and Information /Education activities. The latter were based on fieldwork team (house/house, person/person motivator), sporadic production of printed material and group talks by fieldworkers and other Council workers at clinics in connection with Maternal and Child Health Care, Ante- and post natal care also in Womens Associations, professional groups, clubs, societies, etc.

3 There was need for initiative to give greater impetus to this work - to increase knowledge and understanding of family planning, to raise the level of awareness of family planning.

4 It was decided to aim at Yoruba people. A large tribal group in the Western State and part of the Mid-Western State. Population about 9,000,000. Area 29,000 square miles. Urban dwellers were easily reached and there were good clinic facilities. It was, in this case,wanted to reach both men and women. Campaigns are normally aimed at women.

5 Public information media such as television and radio were examined. Limited access to people that way. High illiteracy rate (print). It was decided to concentrate on using channels which would allow for immediate follow-up as this was to be fundamentally an awareness campaign. We also wanted to capitalise on the well-established field network with their experience of intensive face-to-face education.

6 We decided on 16mm film. It would make it possible to utilise plenty of outlets, meetings, clubs etc., as described above. Could also be supported by talks, other teaching materials and answering of questions immediately after showing. This allowed for integration into ongoing activities. The idea was film as a tool in interpersonal work.

7 The general objective was, in other words, to produce a 16mm film to raise the level of awareness of family planning among the Yoruba people of Nigeria in support of - and to be integrated with the existing Information/Education programme of the FPCN.

8 We sought out a film team with experience of producing public information material in Nigeria, which was asked to prepare treatment.

RESEARCH

1 We felt that, in order to develop a film which would have maximum impact, we needed to undertake some basic research before deciding on form and content.

2 A member of the production team was an anthropologist. She spent time in Nigeria researching audience, - surveying psychological, sociological and cultural factors. Also met with leading sociologists, etc.

3 Points about her findings :
- Yoruba people retain strong traditional feelings and attitudes about family life. Potency of man proved through fathering children. Woman sees childbearing as raison d'etre, way of keeping husband, proof of still being young. Marriage and intercourse is intended to produce children. Not love matches. Husband and wife live apart. Children are the main tie. Sterility much feared as a curse. Family planning has connotations of sterility. Children also support for old age. Family planning also connected with loose behaviour in women. "The Chink in the Armour": economic factor. Urban life expensive. Extended family. Burden on man having to support many cousins etc. People very aware of this problem in urban life. Also, child spacing not unknown. Polygamous marriage. Now more monogomous marriage. Traditional child spacing methods break down.

4 We felt that all these factors relating to family life have to be taken into consideration in preparing the film if it was to really reach the intended audience. We would have to avoid any direct attack on existing beliefs and attitudes if we were not to alienate the audience and set up resistance. Therefore we rejected the usual "big bad family" type of film immediately, in which principal figures are criticised for having too many children.

5 Looking further at the possibilities open to us in the form and content of the film, we felt that in an area where deep personal sensitivies were involved the traditional documentary approach based on clear-cut rational arguments, much beloved of family planning film-makers, would also have little effect and rejected this. In the same way, we looked at the many family planning films which were in fact quasi medical films discussing contraception in a clinical way and decided that

these were inappropriate for what was fundamentally an AWARENESS campaign. Contraceptive education as such we felt belonged to a later stage in the acceptance process.

THE YORUBA OPERA

1 At this point we began to think about how, traditionally, messages had been communicated among the Yoruba people and began to look at the YORUBA OPERA, a drama form which was still very popular. We contacted a leading exponent of the Yoruba opera, Mr. Kola Ogunmola, who with his troupe of actors travels around Nigeria giving performances in towns and villages.
This format lends itself well to the introduction of new themes and messages. Kola Ogunmola appears regularly on television performing in the traditional format but with contemporary themes.

2 IT THEREFORE HAS THE ADVANTAGE OF FORMING A BRIDGE BETWEEN THE TRADITIONALLY BASED ATTITUDES OF THE AUDIENCES AND A CONTEMPORARY MESSAGE - CHILD SPACING THROUGH MODERN METHODS OF CONTRACEPTION

Also, as Kola Ogunmola is a very well-known figure and his work familiar to our intended audience, we felt that it would be easier for the audience to identify with what they were seeing. Additionally, we would gain the confidence of the audience by presenting our message via someone who is of the community itself rather than an outside agent.

3 It was decided therefore to enlist the help of Kola Ogunmola in preparing a family planning story in the traditional drama medium, which would then be filmed using Kola Ogunmola and his actors as the protagonists. A treatment was prepared along these lines agreed to by the sponsors. At this stage also, a budget was prepared which I will discuss in greater detail a little later.

4 An equally important part of our preliminary research in addition to the form and content of the film was to make a careful assessment of what resources were available to us to exploit the film as fully as possible. How many film projectors did the Council have for example and where were they ? What facilities were available for showing the film in areas where there was no electricity. What transport did we have at our disposal and how many electricity generators. What were our resources in terms of staff to implement and organise the campaign ? It was necessary to recognise the importance of administrative and organisational aspects of the campaign as well as the creative.

CAMPAIGN DESIGN AND DEVELOPMENT

1 On the basis of the film treatment Kola Ogunmola together with another writer from Nigerian television were asked to prepare a script. The story was to exploit the " chink in the armour" mentioned earlier, i.e. the economic burdens imposed by large numbers of children within an extended family in a contemporary setting. It would centre around the fact that people may more readily accept that their neighbour or even other members of their family should have fewer children than they would be able to see this in the first instance in the context of their own lives. The central aim in fact was to give a new perspective to family patterns particularly to the quality of family life which would give the audience food for thought.
Other themes were also introduced into the story, e.g. women's health and well-being, the fact that the infant mortality rate is lower, etc.

2 Whilst the script was being prepared we gave a great deal of thought to the total design of the campaign and to working out an effective campaign strategy. Too often the impact of family planning films, however good their creative content, has been lost because they have been used on a completely ad hoc basis.

3 Firstly, we decided that the effectiveness of the film would be increased if its message was extended to other media in a co-ordinated campaign. We decided to produce a comic book which could be distributed when the film was shown, taken away by the audience and retained. Popularity of comics is immense in Nigeria. Such a strong visual emphasis would reinforce visual impact of the film. But as this work would reflect film work it could not begin until we had seen early rushes.

4 Secondly, we decided that in order that the film should be well publicised and that people should want to come and see it we needed to produce attractive promotional materials. We decided on posters and transport stickers. These were also to reflect closely the themes of the film. We also decided we would use commercial cinemas to advertise the film in the areas where it was being shown. Plans were made to make a 35mm advertising spot using flashes from the film.

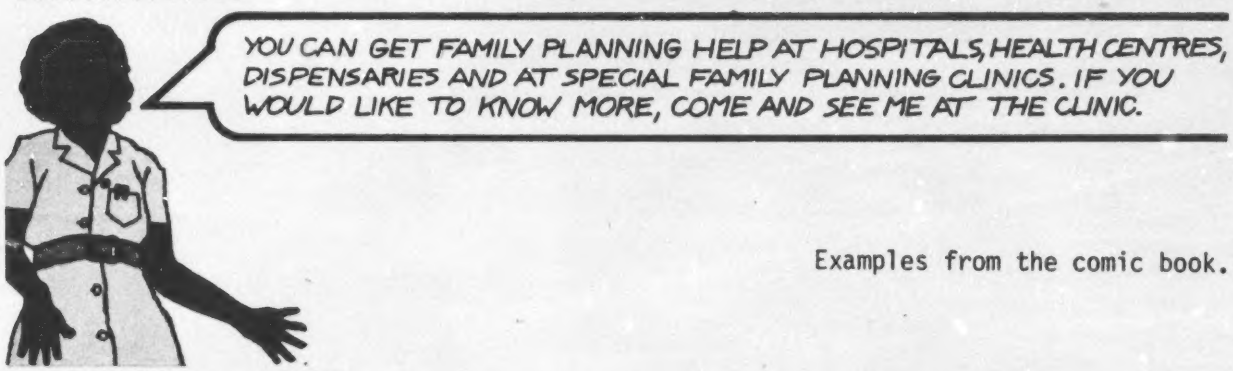
5 Thirdly, we were convinced that as the whole campaign would need careful organisation and supervision the Council should at this point recruit a trained Information/Education Officer, who could both contribute to the development of the campaign and undertake its implementation. This Officer was duly appointed and in time Regional Information/Education Officers were appointed to the State branches.

6 Fourthly, based on our earlier findings, plans were laid to ensure that the right equipment and facilities for showing the film were available. The Ministry of Information was contacted, for example, and permission obtained to use their vans for showing the film where the Council could not cover the area with its own equipment. Also, a commercial distributor was contacted to take the film out on mobile vans. The FPCN has 12 branches in the Yoruba area in addition to the Headquarters Office which could effectively use the film. These were notified about the project. Initial plans were made for the distribution, storage and use of the materials.

7 Filming began late in 1969 on location at a small village in the Western State using Kola Ogunmola and his group as the main actors and the local people as extras. Soon afterwards work began on the graphic promotion materials. Both the film and the materials were pretested during 1970. For this we used a sample of the fieldwork staff of the FPCN. A total of approximately 50 respondents completed the questionnaires and adjustments were made on the basis of their comments.

FILM AND MATERIALS SHOWN

I AM KOLA OGUNMOLA AND THIS IS MY WIFE. IN THE STORY I AM CALLED ADELEKE AND I LIVE IN LAGOS, WHERE I HAVE A GOOD JOB. LIKE MOST PEOPLE IN THE CITY I HAVE TO WORK HARD TO FEED MY FAMILY AND SEND MY THREE CHILDREN TO SCHOOL.


YOU CAN GET FAMILY PLANNING HELP AT HOSPITALS, HEALTH CENTRES, DISPENSARIES AND AT SPECIAL FAMILY PLANNING CLINICS. IF YOU WOULD LIKE TO KNOW MORE, COME AND SEE ME AT THE CLINIC.

Examples from the comic book.

THESE DAYS A MAN MUST BE STRONG ENOUGH TO CARE FOR THE CHILDREN HE PRODUCES. THIS MEANS WE SHOULD ONLY HAVE THE NUMBER OF CHILDREN WE CAN AFFORD TO SUPPORT.
ADELEKE TRIES TO ANSWER THE ELDER.

IMPLEMENTATION

1 As the promotion materials neared completion plans were made for the launching of the campaign at the end of 1971. We realised that although broadly speaking our audience were potential family planning acceptors among the Yoruba people, we had in fact to break down our audiences within this broad group when it came to launching the campaign.

2 A very important audience was the people who would have to use the film - the staff of the FPCN and in particular the fieldworkers. An attempt was made to brief them as fully as possible about the significance and purpose of the campaign and the way in which the materials were to be used.

3 We also realised we had to enlist the support of the opinion leaders, both official and traditional, and plans were made for special preliminary showings to such people as Ministry of Health officials and Chiefs etc., in the areas where the film would be shown.

4 We then made plans for the official launching which was to be during family planning week in December 1971. For this we needed the support of the mass media. A great deal of work was done in preparing background material for the press, arranging for the film to be shown on television and arranging for radio interviews and discussions.

5 The launching of the campaign in the branches was dependent on the distribution of materials, which became a major concern. Forty prints of the film were produced in all, 34 of which were in Yoruba and 6 in English. In addition to the FPCN, copies were placed in major health centres, hospitals, university departments, where it was felt good use could be made of them. Also prints of the film were made available on a loan basis to other organisations for special meetings, events, training courses etc. Kola Ogunmola was also using copies.
Of promotion materials there were 20,000 comic books, 10,000 posters and 10,000 car stickers, all of which had to be packed and despatched to their destination. 6 copies of the 35mm advertising spot were produced to be used on a rotating basis. Arrangements were made with the major transport companies for the distribution of the stickers. Batches of posters were sent via the branches to a large number of institutions and organisations. The residue were intended to be used prior to each public showing of the film in a particular area.

6 The film and ancillary materials were widely used during 1971 throughout the Western State and Lagos State. The film is shown mainly by fieldworkers in health centres, clinics and hospitals and by the information and executive staff at meetings, both public and private. Open air showings are also given in urban and semi-urban areas. The comics are also widely distributed. Each showing of the film is accompanied by a talk with question and answer sessions. The fieldwork staff in particular usually distribute clinic referral cards after they have shown the film. During 1971 the materials were less intensively used as it was not always appropriate to repeat the film to an audience who had already seen it, but the fieldworkers continued to use it regularly.

EVALUATION

1 From the beginning of the campaign an evaluative component was written in. The approach of the film was a new departure in family planning film-making and we were particularly anxious to assess it. The evaluation was undertaken by the Acting Professor of Sociology at the University of Ibadan. We are expecting his report within the next few weeks.

2 It was difficult, this evaluative exercise, in that we were not able to assess the

effect in relation to the ultimate goal of the campaign - the increase in the number of family planning acceptors. The short term aim of the campaign was more to raise the level of awareness than directly to recruit patients. So we could not simply count the number of people who came to the clinic as a result of seeing the film.

3 The research therefore falls into 2 parts; 1) an in-depth evaluation of the impact of the film on the family planning ATTITUDES of groups in selected pilot areas - what were their feelings about family planning before seeing the film and how had they changed afterwards, and 2) an assessment of the reactions of different audiences to specific aspects of the CONTENT AND PRESENTATION of the film.

4 A third component of the evaluation was more a long-term one: the role of the fieldworker in the campaign; how successfully was the film integrated as an educational tool in their ongoing work.

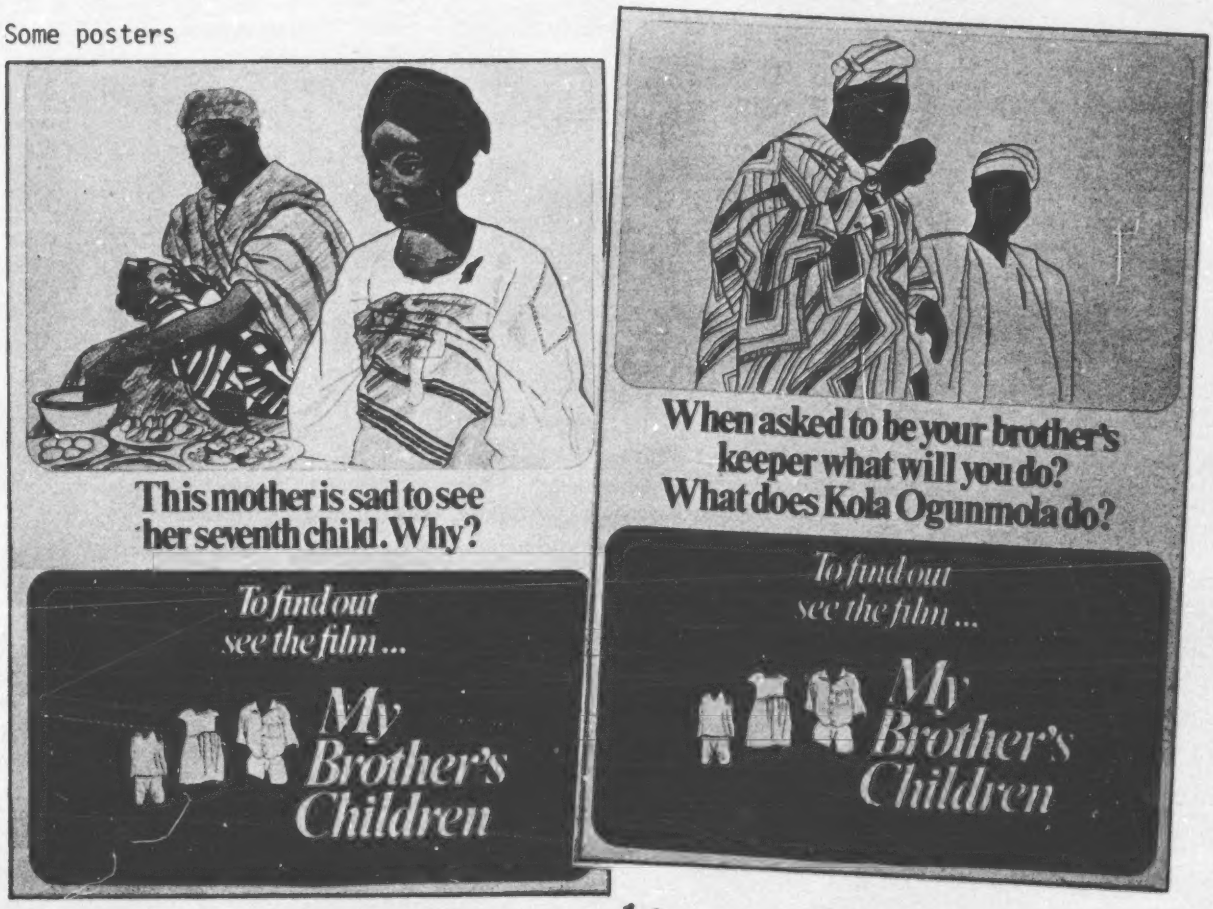
FOLLOW-UP

As might be expected the promotion materials were becoming less widely used after nearly two years. Although they are still popular with FPCN staff. But to keep up impetus a new thrust is needed. FPCN is now developing another campaign which makes a more direct appeal to practise family planning.

BUDGET

The production of the film itself amounted to $22,000. Another $16,000 went on air fares, transportation, subsistence allowances, prints of film ($240 each) etc. Promotion materials were counting for the following: Posters $1,200, Comic books $2,000, Stickers $300. Total cost of campaign approximately $45,000.

Some posters


This mother is sad to see her seventh child. Why?
To find out see the film...
My Brother's Children
When asked to be your brother's keeper what will you do? What does Kola Ogunmola do?
To find out see the film...
My Brother's Children

A Nutrition Campaign

by Annette Jere

The National Food and Nutrition Commission of Zambia is a statutory body, independent of any ministry, but represented in Cabinet by the Minister of Health. It is responsible for the co-ordination of all nutrition activities in the country. Under its umbrella come research projects like the National Food and Nutrition Programme, a project to determine national patterns of food consumption and health status, jointly sponsored by the Government of Zambia and UNDP. The Commission has established a three year course in nutrition at the Natural Resources Development College, Ministry of Agriculture and co-operates with the Ministry of Health in supporting their under-fives clinics, presently numbering nearly 1000.

The Commission was appointed by the President to be The National Committee of the Freedom from Hunger Campaign, and as such is responsible for voluntary nutrition groups which teach about nutrition and sell inexpensive protein foods all over the country. There are over 25 groups in rural and urban areas.

The Public Relations Unit is a separate section in the organisation of the Commission. Its task is to implement a nutrition information and education campaign, covering all parts of the country and all levels of society.

THE PRU SET UP

The staff of the Public Relations Unit consists of a director who specialises in designing visual material, two scriptwriters/radio producers, a photographer, two typists and a technician/driver who is also in charge of dispatching material.

Although the PRU works within the same rigid framework found in any civil service system, the unit itself tries to maintain a very informal atmosphere. This is crucial not only to encourage the greatest possible creativity, but because it allows the staff a lot of contact with its public - the nurses, teachers, extension workers and whoever else making use of its material.

The PRU is housed in two large rooms and have in addition

1 a small studio both for recording tapes for radio and for showing films or making up artwork on a reproduction camera;

2 a darkroom equipped for processing and printing black and white film in all sizes, also processing of colour slides;

3 a small storage/dispatch room.

WORK IN CLUSTERS

The members of the PRU are interchangeable. All tasks are shared, from ideas to writing, to typing, to cleaning the duplicator and whatnot.
Although each person has his own desk in one of the two large rooms, we tend to work in clusters together. The feedback is encouraging. Visitors come in endlessly - to collect material, ask advice, suggest a new booklet to produce, criticise a translation in a handout, comment on a poster on the drawing board. A visitor with a good idea may be captured by the staff who try to develop the idea immediately into some possible useful publication. Visitors are essential to the work of the PRU. They are our main source of ideas and feedback.
Although one might think all this visiting, and coffee drinking, would lead to low productivity, our list of publications shows we can work on occasions.

The PRU is a production unit running a total national communication campaign. It tries to reach every corner of Zambia using all media available. Perhaps the most important materials we produce are teaching aids. Since the Commission has no extension staff of its own, it depends entirely on the staff of other ministeries and voluntary organisations to teach nutrition. The PRU provides material and manuals to support the teacher's work. Very often the material was developed at the request of a teacher.

TYPES OF MATERIAL PRODUCED

WALL CHARTS - These are visual aids for use in a carefully planned lesson and not posters to be hung on the walls. We make a point that they are not self-explanatory. Any text is written in English. This is because in Zambia, all teachers know sufficient English. An experiment using charts printed in a local language showed that teachers sometimes got bored and read out the text. If the text is in English, it at least forces the teacher into translating it, and perhaps even into teaching.

FILMSTRIPS/SLIDES - We have made six different series for different audiences. They have been distributed widely in the country to secondary schools, hospitals, mission stations - all of which have electricity for at least part of the day.

FILMS - We have made four films - two about the work of the Commission for high level audiences and two that parallel filmstrips for village and township parents. We find films are of limited use because of the projection equipment necessary and the cost of making sufficient prints in local languages. But most important, it is questionable whether films are of value with an illiterate audience. Films are always requested and enjoyed, but one suspects this is for their entertainment value. Research is going on in East Africa and Ethiopia which will show which style of film, if any, is best understood by illiterate audiences. For now, we do not intend to produce any more films.

Mass media play an important role in our campaign. It is widely recognised that mass media in themselves are very weak educational tools, but we try to overcome some of the problems by building in feedback mechanisms and consider their function basically as creating awareness.

RADIO - The PRU works with Radio Zambia to produce radio programmes in English and seven local languages. The programmes include quiz shows with prizes, readers corners where letters are read out and questions answered. Our experience is that the best use of radio is as a centre for listeners groups. We try to incorporate more nutrition into the system of Radio Farm Forums run in Zambia by the Department of Agriculture. They have regular feedback from the extension worker who runs the listener group.

EDUCATIONAL BROADCASTS - Programmes for specific grades and subjects in school are produced in co-operation with the Educational Broadcast Unit of the Ministry of Education. Teachers using the radio broadcasts receive a specially designed teaching kit containing 15 wall charts and two books of advice on the use of the aids. The charts are related to the content of the radio programmes.
There is reason to say that we are more or less saturated on the air as regards nutrition programmes.

FEEDBACK - A MAJOR ISSUE

NEWSPAPER ADVERTISEMENTS can create awareness and give basic information. But the most important part of an advertisement is a clip-out coupon for readers to indicate a special interest and to give us information about their educational and occupational background.

The PRU ran a series of advertisements aimed at an English reading elite and published in the two national English language newspapers. On a series of 24 paid runs, six topics each appearing four times, we received nearly 10,000 coupons. This has given us a measure of what categories of people are interested in what topics. More important, it has put us into contact with a wide range of people who have expressed an interest in nutrition. We prepared in advance packets of information material on each of the advertised topics. Since the PRU is so small and we handle the mail ourselves, we have been able to carry on extended correspondence with a number of people.

1/1 page newspaper advertisements.

DIRECT MAIL is also a useful tool. The PRU sends out mail to selected target groups to inform them of teaching aids available and nutrition education in general. We have an Addressograph machine with a file of 10,000 addresses according to categories of key people in nutrition work. A few times a year we send material to everyone on the mailing list. Calendars with seasonal nutrition information especially are liked and help publicise our identity and address. We receive at least 20 letters a day throughout the year and many more after a large mailing or advertisement. All ask for teaching material or personal advice. WE ANSWER EVERY LETTER. We consider this a major point of interaction. This is also a systematic method of getting feedback. We learn much about problems concerning such groups as schoolboys, urban mothers, teachers, newly married, civil servants or others.

We are fortunate in Zambia in having an excellent postal service reaching every corner of the country. The postal system is our main channel of both distribution and feedback.

OTHER MATERIAL

HANDOUTS - These are given out as notes in classes or during demonstrations. Even if the members of the class cannot read, someone in the family can, and the piece of paper itself serves as a reminder of the lesson.

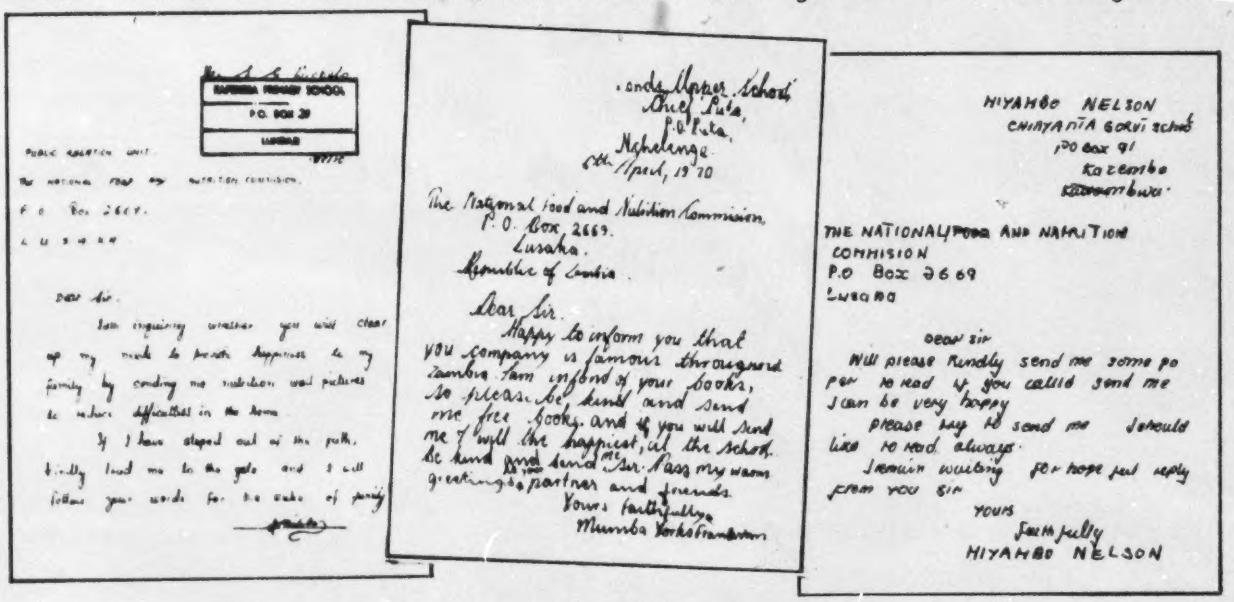
Handouts can also be used to reward mothers who attend an under-five clinic or children at a school nutrition club, in order to get them to come back.

We have produced 10 basic information sheets in the four major Zambian languages. Each sheet has an English translation on the back. These are popular with school children and adults learning English.

Booklets in various languages on all sorts of topics have been produced. Three functional literacy booklets in five languages each were produced at the request of the Functional Literacy Project.

INFORMAL FEEDBACK

We depend, admittedly very much on informal methods of feedback, although we have access to data from the National Food and Nutrition Programme. The PRU designed



Dear Sir.
I am inquiring whether you will clear up my mind to provide happiness to my family by sending me nutrition wall pictures to reduce difficulties in the home.
If I have stepped out of the path, kindly lead me to the gate and I will follow your words for the sake of family

Dear Sir.
Happy to inform you that you company is famous throughout zambia. I am in fond of your books, so please be kind and send me free books. and if you will send me I will be happiest, at the school. Be kind and send me. Sir. Pass my warm greetings to partner and friends.
Yours faithfully,

Dear sir
Will please kindly send me some po per to read if you could send me I can be very happy
please say to send me I should like to read always.
I remain waiting for hope full reply from you sir
yours
South fully
HIYAHBO NELSON

a simple nutrition knowledge questionnaire which was administered by The Food Consumption Survey Team leaders. This questionnaire provides a baseline for any education campaign.

Our informal methods are 1) visitors 2) clip out coupons on adverts, 3) questions and prizes on radio programmes 4) orders for materials and, most important 5) letters from ordinary people. We have the conviction that such feedback is no less valuable for practical communication work.

THE CONTENT

The content of any nutrition education campaign depends evidently on the particular social, cultural and nutritional situation of the country. What applies in Zambia may not be applicable for her neighbours.
Each education unit must determine its own message.

In Zambia the PRU does not provide the content. A list of eight concrete points for nutrition education was drawn up in 1968 by an expert advisory panel. Our job is to choose the point we want to develop, identify the audience and then select the best medium or media-mix. The content we were given is as follows:

1 Babies should be breastfed. Breast feeding is better for a baby's health than bottle feeding.

2 When baby is about 6 months old, mother must also give extra food.

3 All children under 5 years old must have 3 meals a day and 1 tablespoon of body-building foods (protein) for each meal.

4 A child under 5 years needs half as much protein as the father.

5 A child over 5 years needs more than half as much protein as his father.

6 A pregnant or nursing mother needs more protein than her husband.

7 All children must have protective foods (dark green leaves or dark orange vegetables) with one of their meals daily.

8 A mother must make special efforts to feed her sick child with good foods and drinks.

MANY ROLES

Since it began in 1968, the PRU has had many roles:
first - and still - as a public relations effort to create awareness about nutrition and to inform the public about the work of the Commission; second, as a development support communications unit producing nutrition teaching aids and material; and third, as a SERVICE UNIT providing advice, artwork and publications for a wide range of Government agencies and voluntary organisations engaged in work related to agriculture, food, childcare health, and nutrition in the widest sense.

It is not possible to give a complete report on the work of the PRU or the Commission as a whole. There are numerous publications describing our work. Interested readers may write directly to the PRU, National Food and Nutrition Commission, Box 2669, Lusaka, Zambia.

Switch to driving on the right

The Swedish campaign in 1967 for the switch to driving on the right, presented by Mr Gunnar Backlund, Datema AB, Mr Anders Englund and Mr Krister Spolander, both National Swedish Road and Traffic Research Institute, played a dominant role in this section of the seminar.

The presentations illustrated thoroughly the implications of planning and implementing a nationwide communication campaign.

The definition of objectives, subobjectives and unit objectives was there. So was the establishment of baselines.

The meticulous selection and integration of communication media was there, from reminders on milk packages to systematic extension agent services in remote rural areas.

The comprehensive methodology for feedback was there - and the general research.

And, of course, the organisational and functional prerequisites were there. It was particularly interesting to observe social change as a result of co-ordination between communication activities and real physical changes in the environment.

It was all there, the streamlined communication technology, and that is why the answer on the inevitable question from the seminar participants was the more remarkable. Which medium was most effective in rural Sweden ? The extension service, i.e. the information officer, was the answer.

The presentations were so comprehensive that they deserve a report on their own. Also considering requests from participants and the fact that change to driving on the right is an actual issue in several African countries, Dag Hammarskjöld Foundation and The Directorate, has decided to publish them separate from this seminar story.

The Editor

Communication Game and Communication Policy

The last two days of the seminar were devoted to group work.

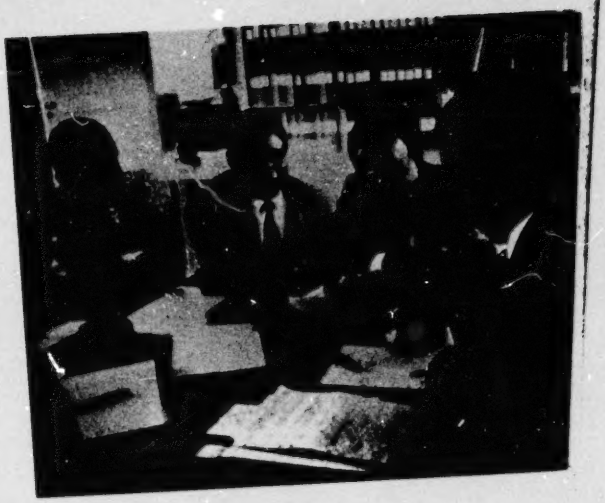
First a COMMUNICATION GAME where the group participants were asked to organise themselves as the staff of a communication unit in Ministry of Agriculture, in the country TAIFA. Resource people were available for all groups on call - ranging from finance experts to graphic artists. The game was structured by inputs in the form of letters, cables or phone calls at regular intervals, but it was left entirely to the groups to set their own priorities. A major task was a request from the Minister for a proposal regarding improvement and restructuring of the agricultural extension services. A regional agricultural officer asked for help to handle a field worker's communication predicament. A training institute asked for teaching aids. Etc.

The verbal reports from the groups which were as exhaustive as the participants were exhausted, branched off in various directions. Some got stuck in budgetary thinking, administrative procedures, transport problems and all the rest of it. Others left series of letters unanswered and meetings unattended. It was in that respect all familiar Civil Service. But out of it came also very relevant analysis of the whole range of communication problems in agricultural extension and a comprehensive series of proposals for solutions. Pity only that the reports were oral. A few of the creative efforts in the field of teaching aids are, however, preserved for posterity on a later page.

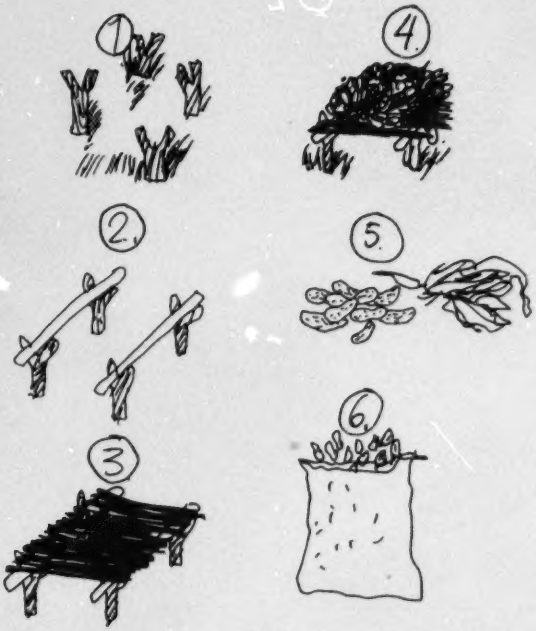
Next day the groups were confronted with a more structured reality in the form of a clearly defined task given a couple of days before, namely:

> "COMMUNICATION POLICY
> The future organisation of information/education activities
> for development with special regard to the problem of FEEDBACK"

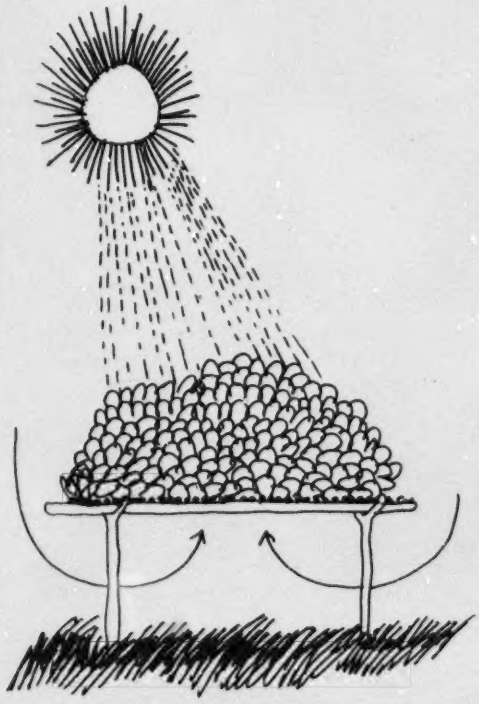
- certainly no mean task on the eve of a development decade with heavy emphasis on peoples active participation in the process of change. And it is not fair to

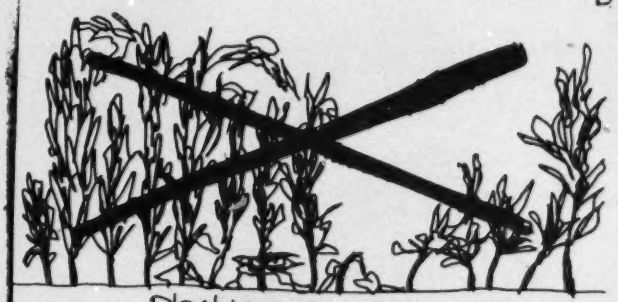


Better groundnuts

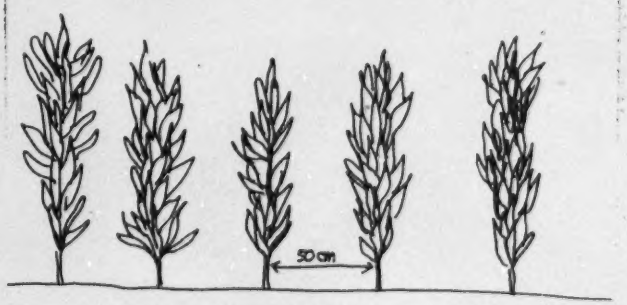


How to dry your harvest.





Plant in even rows
for even harvest.



expect a development communication strategy to emerge - although that is what the Directorate had hoped for. May be the Tanzania inspired agriculture group came nearest to the goal in its summary :

" We should endeavour to establish an agricultural development organisation which avoids rigid bureaucratic systems and brings the farmer nearer to the policy maker through conscious two-way communication.

We should, in other words, decentralise power, planning and funds - and delegate authority to the periphery. The little man, the farmer must be incorporated.

We should encourage creative thinking by all involved, starting with the centre hierarchy as a mirror image of farmers we would like to see in X number of years"

And an editor has the privilege to round it all off creatively with an observer's offside remark, which he by chance recorded: " In Africa women do the farming - so why are there no female extension workers ?".

The Editor

... by this time we should be able to create a better balance than in the communication model we started out with. This is a seminar on APPLIED COMMUNICATION. What is needed is not an ascension of theories but BETTER ACTION here and now. I am convinced it all depends on the one single key word, which I have stressed many times already, and that word is:

THE EDITOR'S COMMENTS :

... and what about the seminar itself, was it an example of the applied communication approach which the programme propounded ? Did the basic ideas of the programme get across ? For example that feed back is not only methodology, but a fundamental attitude. Was there evennessin the quality of lectures, discussions and group work ? Was there congenial participation ? Is there another story than the one elaborated on these pages ? There are many questions to ask. The participants must certainly also be allowed to voice an answer for themselves...

Evaluation

OF THE SEMINAR

by The Participants

Introductory comments by Dr Stig Lindholm

At the end of the seminar, an evaluation was made, using a simple questionnaire (see Appendix A). This was followed by an oral evaluation, in which all the participants gave their views.

THE QUESTIONNAIRE

The questionnaire consisted partly of questions to which the participants gave answers in their own words and partly of questions with fixed alternative answers (multiple-choice questions). The frequency distribution of the latter type of question is given in Appendix A. As regards questions 2-22 a numerical value has been set out in the right-hand margin. For each question, I have calculated a median value, [1] in order to provide a simple average measure. In this connection I have taken the liberty of giving each alternative answer a numerical value. I gave "Very bad" the value 1, "Bad" the value 2, "Fair" the value 3, "Good" the value 4, and "Excellent" the value 5. The value 3, standing for "Fair", is thus the middle of this simple scale. Consequently, the median value of 4.14, referring to question 2, means that the average value of the answers is a little more than "Good", which has the value 4.

In order to give a general survey of the material, the ranking order of the different items on the programme is shown in the table below. As is evident, this ranking order is based on the median values.

Median	Question No.	Topic
4.75	18	Presentation by the Sven O Blomquist Advertising Agency. ("The pig")
4.58	10	Communications experiment (group work with squares).
4.50	22	Communication game on agricultural extension.
4.20	6	Communication experiment (with rectangles).
4.17	19	Presentation of the campaign preceding the switch to driving on the right in Sweden.
4.14	2	Opening speech on communication policy, with examples from the management of a newspaper.
4.14	7	The image of developing countries. Inquiry into Swedish public opinion.

1) The median value is the value which divides the answers into two halves. One half of the answers are higher and the other half are lower than the median.

4.08	16	Communication by visual aids: From perception to creativity.
4.06	4	New knowledge in the village.
4.06	5	Communication and change in Swedish society.
4.00	3	Introduction to the seminar. The big man - the little man.
4.00	15	Foreign experts in the developing countries.
3.95	17	Presentation by the Svea Advertising Agency.
3.88	21	Presentation of family-planning campaign.
3.83	14	Theory and practice of communication in Government.
3.71	12	Model for communication home-economics information.
3.68	9	Development information activities in Norway.
3.61	20	Presentation of nutrition campaign.
3.58	8	Development information activities in Sweden.
3.50	11	Models of communication processes.
3.36	13	Internal communication in organisations, creativity and productivity.

It may be observed in this table that all the programme items have median values above the midpoint on the scale, i.e. the average in all cases is more than "Fair". Considering what emerged in other respects during the evaluation, this may perhaps be regarded to a certain extent as a manifestation of the "leniency effect". When people fill in questionnaires of this kind, they tend to take a positive attitude. The ranking order is of greater interest that the absolute figures. The five programme items at the top of the list all have a clearly concrete content - demonstrations, group experiments and a description of a large-scale information campaign. The two programme items at the bottom of the list were of a comparatively theoretical and abstract nature. During the oral evaluation, views of the "too much theory" type also emerged, and I think that I am justified in concluding that a seminar of this type should emphasise the applied aspects even more than was the case in Uppsala. This does not mean that the theoretical and general aspects should be neglected but that even greater importance should be attached to the connection between them and the concrete problems which the participants are confronted with in their daily work. As regards questions 23-32, Appendix A may largely be left to speak for itself. Appendix B also gives a summary of the answers to certain open questions. However, some brief comments will not be out of place.

To question 23, 15 out of 23 participants replied that too little time had been allowed for their own presentations. In the oral evaluation, the view was also expressed that insufficient use had been made of the participants themselves. I personally consider, with the benefit of hindsight, that this is a criticism which should be borne in mind. There are many practical difficulties in the planning of a seminar in co-ordinating the contributions of participants who are still many thousands of kilometres away, but nevertheless I think that it is possible to make improvements on this point.

There is a favourable criticism of the seminar in connection with question 25. Fourteen out of 24 participants consider that it would have been worthwhile to take part in a seminar of this kind for a longer period than was actually the case.

The information given before the seminar (questions 27-30) was not always entirely satisfactory, in spite of the fact that the Dag Hammarskjöld Foundation, for its part, sent it out in very good time.

The replies to questions 31 and 32 show that the participants desired much more contact with Swedes (both their colleagues and others).

The answers to question 1 are reported in Appendix B, which also gives, besides the answers to the actual question, some opinions of the seminar. Some of these are negative ("The programming was bad") and others positive ("The seminar has been very valuable and instructive").

THE ORAL EVALUATION

In the discussion which followed the filling in of the questionnaire, many of the views already touched on above were emphasised and considered. The CRITICAL views, as they emerged in the written and oral evaluations, may be summarised in the following statements:

1 The programme was too crowded
2 Insufficient use was made of the participants
3 The programme contained too much theory
4 The participants would have liked to have met more Swedes

As co-director of the seminar, I would make the following comments on these statements:

1. I agree that the programme could have contained a few more breaks and allowed more time for the participants' private study and other activities. However, here it is a question of maintaining a rather difficult balance. In planning a seminar programme for persons who will be sacrificing valuable working time and travelling very long distances, one naturally wishes to make sure that the programme will be worth these sacrifices. In doing so, the planner easily becomes over-ambitious. I think that we were to a certain extent, but statement 1 cannot be considered independently of the other statements.

2. I think that the criticism is justified on this point also. The programme could have provided more room for the participants' own contributions and certain other items could have been omitted. As I indicated above, it is difficult to co-ordinate papers and lectures when the contributors are at such a great distance. Nevertheless I think that it would be possible in future seminars to make improvements in the direction indicated by the criticism.

3. On this point, I personally am more doubtful about the criticism. I do not consider that the programme in itself contained TOO MUCH THEORY but rather that certain items contained THEORY WHICH WAS WRONGLY PRESENTED, i.e. which was not connected in a natural and easily understandable manner with the participants' concrete problems. Thus far, I would agree with the criticism. The only thing that one can say is that such things sometimes happen without either the lecturers or the seminar organisers having thought about them. At the same time, the participants sometimes appeared to be less interested in the theoretical aspects, even when they were fairly clearly connected with at least some of the everyday problems. My personal opinion - naturally also a subjective one - is that the criticism is a bit wide off the mark.

4. It is, of course, desirable that our guests should have an opportunity to meet Swedes to a greater extent than they do now. To a certain extent - with considerable organisational effort - this can be done in their free time; to a certain extent, it would encroach on the time allotted to the programme. I think that, in evaluating this statement, we should bear in mind that we Swedes have lived for a long period on the outskirts of the European continent and have no tradition of receiving foreigners in a simple and natural manner.

Perhaps we shall develop most quickly in the right direction if our guests contact us on the individual level - over and above the "on-the-programme" contacts - if we seem interesting to them and in this connection show a certain amount of patience with and indulgence towards our inadequate capacity for human interaction.

FINAL COMMENT

In making the above comments on the evaluation, I have mainly dwelt on the critical views which were expressed. I think that this is justified, because from these views we can learn to do better on another occasion. Many positive views were also expressed, though I have not devoted any appreciable attention to them here. However, the highest praise which the seminar received was not the statements that it was excellent, first-rate etc. It was the style of the oral evaluation and the atmosphere that prevailed during it. This evaluation was characterised by a candour and a confidence which I venture to assert are rather rare at international seminars, where people have not really had time to get to know each other. When a seminar on communications results in such a display of its practical application, I think that this should be regarded as a great success. Genuine communication also means having the confidence to criticise each other on points on which criticism is considered to be justified.

.....

The Editor's comment:

... and the Skipper on the boat should let his cautious watch go by the board, just for once, and permit the world to see that he enjoyed the seamanship of all his passengers.

APPENDIX A

QUESTIONNAIRE - WITH FREQUENCY DISTRIBUTION OF ANSWERS

Frequency distribution of the answers to the multiple-choice questions

1. State briefly your perception of the objective of the seminar

INTRODUCTION Tick off how you perceived the impact of the lectures and experiments in relation to the objective of the seminar	Very bad	Bad	Fair	Good	Excellent	Median
Monday, August 28						
2. Opening speech on communications policy, with examples from the management of a newspaper.	0	0	2	14	6	4.14
3. Introduction to the seminar. The big man - the little man.	0	3	3	10	6	4.00
SOCIAL CHANGE						
Wednesday, August 30						
4. New knowledge in the village.	0	2	1	16	5	4.06
5. Communication and change in Swedish society.	1	0	2	16	6	4.06
6. Communication experiment (with rectangles).	1	1	3	10	9	4.20
Thursday, August 31						
7. The image of the developing countries. Inquiry into Swedish public opinion.	1	0	4	11	8	4.14
8. Development information activities in Sweden.	2	1	7	12	1	3.58
9. Development information activities in Norway.	1	0	8	11	3	3.68
10. Communication experiment (group work with squares).	0	0	0	11	13	4.58
COMMUNICATION PLANNING AND IMPLEMENTATION						
Friday, September 1						
11. Models of communication processes.	1	1	10	10	3	3.50
12. Model for communicating home-economics information.	0	0	8	14	0	3.71

	Very bad	Bad	Fair	Good	Excellent	Median
MANAGEMENT AND COMMUNICATION						
13. Internal communication in organisations, creativity and productivity.	0	5	7	6	5	3.36
14. Theory and practice of communication in Government.	3	1	4	12	4	3.83
Saturday, September 2						
15. Foreign experts in the developing countries.	0	1	3	16	4	4.00
CREATIVITY						
16. Communication by visual aids: From perception to creativity.	0	0	4	12	6	4.08
Monday, September 4						
17. Presentation by the Svea Advertising Agency.	1	0	6	11	6	3.95
18. Presentation by the Sven O Blomquist Advertising Agency ("The pig").	1	0	1	6	16	4.75
THE TOTAL COMMUNICATION CAMPAIGN						
Tuesday, September 5						
19. Presentation of the campaign preceding the switch to driving on the right in Sweden.	1	0	7	6	11	4.17
Wednesday, September 6						
20. Presentation of nutrition campaign.	0	1	10	9	5	3.61
21. Presentation of family-planning campaign.	0	0	9	8	7	3.88
22. Communication game on agricultural extension.	0	0	2	10	12	4.50

23. Was there time for participants' presentations? 15 too little or 8 just enough
If too little, which lectures (say 2 or 3) should have been dropped in favour of such presentations? Give the numbers referring to the list above.

24. The seminar has taken 11 working days. Has this been
4 too much
15 just enough
4 too little

25. If you considered it worthwhile, would you have been able to participate in a seminar like this for a longer time ?

14 Yes 10 No

If yes: how many more days ?

26. This seminar has been held in Sweden. Would it have been preferable to have held it in an African country ?

13 Yes 10 No

27. How was the introductory information you received in your home country about:

	Deficient	Not sufficient	Sufficient
(a) The aim of the course	1	3	19
(b) The content of the course	0	7	16
(c) The level of the course	3	3	15
(d) Your host country in general	1	3	18
(e) The cost of living	1	6	17
(f) The climate	1	7	15

28. What, if any, other information do you feel should have been included: ?

29. Did you have any opportunity to supplement the information received e.g. by approaching an embassy of the host country ?

8 Yes 15 No

30. How far in advance did you receive the information material ?

7	0 - 1 week
8	1 - 2 weeks
3	2 - 3 weeks
1	3 - 4 weeks

31. How was, in your opinion, the amount of the following:

	Too many/much	Just right	Too little
(a) Social events and activities	2	13	6
(b) Contacts with colleagues from your host country	1	9	13
(c) Contact with other citizens of your host country	0	4	19

32. What additional social activities would you have appreciated ?

SUMMARY OF THE ANSWERS IN THE ORAL EVALUATION APPENDIX B

QUESTION NO 1

To help participants to carry out their communications activities better

To give participants a better understanding of communications and on how to improve and/or relate communications methods to our country

The objective was good, but I am afraid not much has been done towards its attainment

To come up with ideas that would facilitate communications in any kind of development work

To broaden participants' knowledge of communications as a tool for effecting change

Effective communications in development projects - at various levels

To inform us of the role and importance to national development of communications in all its aspects

They were rather obscure

1 To increase and enhance communications pathways in all aspects of life, in order to accelerate development

2 To discuss problems of communications and to propose solutions

3 To create methods of communication

Communication interaction between participants; enthusiasm and contribution; consultation, co-operation and co-ordination, both for speakers and participants; humour and understanding of all the groups eager to work and learn

Intended to give participants an approach to extension work, in rural areas especially

The objective of the seminar, as I understood it, is to make people in mass-communications media see if they are contributing anything to development work in their profession. In other words, can communications enhance development ?

To familiarise participants with developments in the mass-communications system and how it can be used with effectiveness in the whole development process, particularly in developing countries

The objective was to impart new knowledge and skills to participants regarding national information campaigns intended to unite people and governments in formulating and implementing development plans. Communications has been amply demonstrated as a two-way flow between the policy-makers and the masses (with, of course, middlemen as a link between the two)

The seminar was primarily aimed at focussing attention on the need for improving communications facilities in developing countries as a tool in development

The perception was quite good and well thought, but the programming was bad. Future programmes should be spaced out

Communications in health and agriculture programmes aimed at creating awareness and adopting change - for the general population

Communications in health and agriculture programmes aimed at creating awareness and adopting change - for the general population

To try and learn better methods of passing on information in an organisation of national associations. Seminars of this nature help groups to work together and develop new ideas which could be introduced in their organisations

To inform participants of the importance of communications for development; how communications can mobilise moral, material, and physical forces for national goals. To get participants from different parts of Africa to see communications problems, to discuss them and to find solutions

To develop better methods and means of communication. I found the seminar good indeed. I have learnt a great deal that I hope to use if the situation permits. At least it is good food for thought.

Sharing of experience of communications by top-level officials from English-speaking African countries

The seminar has been very valuable and instructive. It gave participants some ideas on how to tackle some problems in their countries

To help participants to see communications as a part of planning in the whole setting, both within the official structure and between " field worker and farmer"

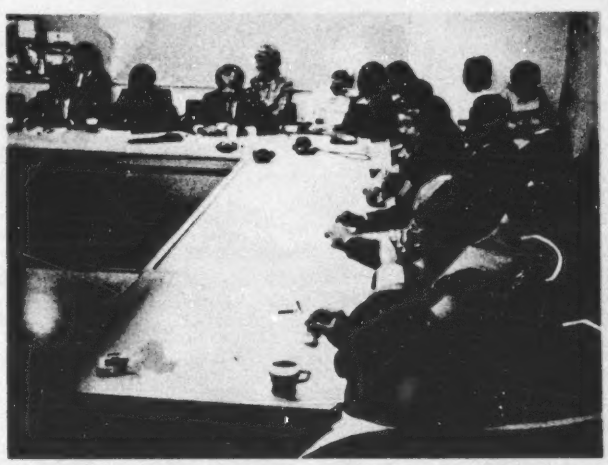
To emphasise communications as an essential factor in development planning

QUESTION NO 23

1 participant wished to omit item No 4
1 participant wished to omit item No 5
2 participants wished to omit item No 7
2 participants wished to omit item No 9
3 participants wished to omit item No 10
2 participants wished to omit item No 11
2 participants wished to omit item No 12
4 participants wished to omit item No 13
2 participants wished to omit item No 14
1 participant wished to omit item No 15
1 participant wished to omit item No 16
2 participants wished to omit item No 18
2 participants wished to omit item No 20

(one only parts 1 and 3)

2 participants wished to omit item No 21
2 participants wished to omit item No 22
1 participant wished to omit item No 23



QUESTION NO 25

1 participant wished that the seminar had been 2 days longer
2 participants wished that the seminar had been 3 days longer
1 participant wished that the seminar had been 4 days longer
1 participant wished that the seminar had been 5 days longer
6 participants wished that the seminar had been 7 days longer
1 participant wished that the seminar had been 10 days longer
1 participant wished that the seminar had been 15 days longer

QUESTION NO 26 - COMMENTS

Depends on the items and information to be lectured on. It is fine to have it here in Sweden, as the majority of the participants have enough knowledge of Africa.

This would have allowed time off for field visits and practical demonstrations, showing people in a rural situation.

It really does not make much difference for a seminar like this.

QUESTION NO 28

More detailed information about participation

Background information about some of the lecturers; climatic situation

Time should have been allocated to farm-area sightseeing, so as to compare the farming done in Sweden with that in our own areas

All relevant information

The cost of meals at some few hotels. Also laundry charges

Meeting Swedish media men and parliamentarians

Social life in Sweden

Facilities available in hotels and communications facilities

More about the integration of the extension services

Hospitals

Content

Specific instructions to bring samples of information materials that we use

QUESTION NO 32

Films on the host country. Films on the seminar objective

Dance

OPTIONAL meetings with groups of Swedish people, e.g. university students or even invitations to the homes of ordinary people of similar professional background

Shopping

To attend a dance; to meet the Swedish Medical Association. Some of the sessions, particularly during the first week, were too long. Those sessions in the evening made some participants too tired. No time was allowed for participants to do some shopping, particularly in Stockholm. It would have been better for the group to visit the radio, TV and press in Sweden

Swedish rural-area population, town or city meeting and discussion on general specific problems affecting them in the context of our subject

Dance for all the participants and the people of the host country - if possible

A little leisure time for participants to pursue their own activities

Cultural functions, e.g. theatres, an excursion to an up-country town etc.

Nothing in particular, but participants should have been given ample time to reflect on the discussions by not making the programme too tight. In fact, I am surprised that nobody has broken down, but one cannot exclude this possibility in future seminars

Indoor and outdoor social activities to help in relaxation. Village visits to acquaint us with the Swedish people's way of life in rural areas

Public debates, church services, opera visits

Visits to art centres or other typically Swedish activities

A visit to the Arctic Circle. A visit to Dag Hammarskjöld's grave

Individual choices during spare time, such as sports and games

Informal get-together; increased informal information

None for such a short time

A presentation of the social and cultural exchanges among the participants and the cultural life of the host country

Programme

The 1972 Dag Hammarskjöld Seminar on "Communication - An Essential Component in Development Work", Uppsala, Sweden, August 27 - September 9

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Sunday, August 27 20.00
Arrivals
Welcome dinner at Restaurant Flustret

.....

INTRODUCTION

Monday, August 28 10.00-12.30
Words of welcome
(Mr.Sven Hamrell, Executive Director, Dag Hammarskjöld Foundation)

Opening speech(Mr Bert Lindström, President of the DAGENS NYHETER, Deputy Administrator of the UNDP from January 1973)

Statement on behalf of the Swedish International Development Authority (Mr Stig Ringenson)

14.00 -17.00
COMMUNICATION AND DEVELOPMENT: INTRODUCTION TO THE SEMINAR
(Mr Andreas Fuglesang, Communication Advisor, Ethiopian Nutrition Institute)

.....

Tuesday, August 29 9.00-12.30
Participants' presentations of information/education programmes in their respective countries and organisations

Continued 14.00-17.00

17.00-18.00
DEVELOPMENT SUPPORT COMMUNICATION IN UN AGENCIES (Mr Colin Fraser, Chief, Development Support Communication Unit, FAO)

FROM INFORMATION TO COMMUNICATION SYSTEMS IN DEVELOPMENT
(Mr Gunnar R Naesselund, Director, Department of Mass Communication, UNESCO)

.....

SOCIAL CHANGE

IN AFRICA AND SCANDINAVIA

Wednesday, August 30 9.00 -12.30
NEW KNOWLEDGE IN THE VILLAGE: PROBLEMS IN INTRODUCING CHANGE
(Dr A Mafeje, Institute of Social Studies, The Hague)

14.00- 17.30
COMMUNICATION AND CHANGE IN THE DEVELOPMENT OF SWEDISH SOCIETY
(Professor Staffan Helmfrid, University of Stockholm)

19.30
Communication experiment
(Mr Lars Norberg)

.....

Thursday, August 31 9.00 -12.30
THE IMAGE OF THE DEVELOPING COUNTRIES: AN INQUIRY INTO SWEDISH PUBLIC OPINION
(Dr Stig Lindholm, University of Stockholm)

DEVELOPMENT INFORMATION ACTIVITIES IN SWEDEN (Mr Bo Kärre, Head, Information Division, Swedish International Development Authority)

DEVELOPMENT INFORMATION IN NORWAY (Mr Leif Vetlesen, Head, Information Division, Norwegian Agency for International Development)

14.00 -16.00
Communication experiment (Mr Lars Norberg)

16.00 -18.30
Sightseeing in Uppsala

18.30 -20.00
Reception at Mr Hamrell's house, Kåbovagen 20, Uppsala

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COMMUNICATION PLANNING AND IMPLEMENTATION

Friday, September 1 9.00 -12.30
MODELS OF COMMUNICATION PROCESSES - TOOLS IN PRACTICAL INFORMATION WORK (Dr Chris Ottander, Graduate School of Communications, Stockholm)

A MODEL FOR COMMUNICATING HOME ECONOMICS INFORMATION: REACHING AND TEACHING WOMEN BY RADIO (Dr Jean Fewster, Home Economics Communication Officer, FAO)

MANAGEMENT AND COMMUNICATION

14.00 -17.30
INTERNAL COMMUNICATION IN ORGANISATIONS - CREATIVITY AND PRODUCTIVITY (Mr Alf Högström, Svenska Unilever, Stockholm)

THEORY AND PRACTICE OF COMMUNICATION IN GOVERNMENT (Dr Kurt M Savosnick, Ministry of Finance and Economic Planning, Nairobi)

17.30 -19.00
Reception at the home of Professor and Mrs Segerstedt

Saturday, September 2 9.00 -10.00
FOREIGN EXPERTS IN THE DEVELOPING COUNTRIES - COMMUNICATION WITH GOVERNMENT AUTHORITIES AND WITH THE PEOPLE (Dr Stig Lindholm)

THE IMPORTANCE OF CREATIVITY

10.00 -12.00
COMMUNICATION BY VISUAL AIDS: FROM PERCEPTION TO CREATIVITY (Mr Andreas Fuglesang)

13.30
Departure from Stockholm

15.30 -18.30
Sightseeing in Stockholm

18.30 -20.00
Reception at the home of Mr and Mrs Bertil Hökby, President of the Prisma Publishing Company

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Sunday, September 3 11.00 -17.00
Excursion by boat in the archipelago of Stockholm.

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THE IMPORTANCE OF CREATIVITY (continued)

Practical demonstrations of creative work

Monday, September 4 9.00 -12.00
A presentation by the Svea advertising agency (Mr Björn Petersson, Vice President and Creative Director)

13.15 -14.15
Study visit to the Svea advertising agency building

14.45 -16.45
Presentation by Sven O Blomquist advertising agency (Mr Bengt Lindhe, Director of Projects)

17.30
Reception given by the Ministry of Foreign Affairs, Stockholm

THE TOTAL COMMUNICATION CAMPAIGN

Tuesday, September 5 9.00 -12.30
Presentation of the campaign for the switch to driving on the right in Sweden in 1967: Selection and integration of media; methods of feedback and evaluation
(Mr Gunnar Backlund, Datema AB, Mr Anders Englund and Mr Krister Spolander, National Swedish Road and Traffic Research Institute)

Continued 14.00 -17.00

.....

Wednesday, September 6, 9.00 -12.30
Presentation of a nutrition campaign (Mrs Annette Jere, Director, Public Relations Unit, the National Food and Nutrition Commission of Zambia)

Presentation of a family planning campaign (Miss Susan Perl, Information Officer, International Planned Parenthood Federation)

Group work 14.00 -17.30

Thursday, September 7 9.00 -12.30
Launching an agricultural extension campaign: A "communication game"

14.00 -16.00
Game continued

Analysis and discussion

16.00 -17.30
Evaluation of the seminar

.....

SUMMING UP

Friday, September 8 9.00 -11.00
Presentation of group work

Closing session 11.00 -12.00

.....

Saturday, September 9
Departures

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Literature

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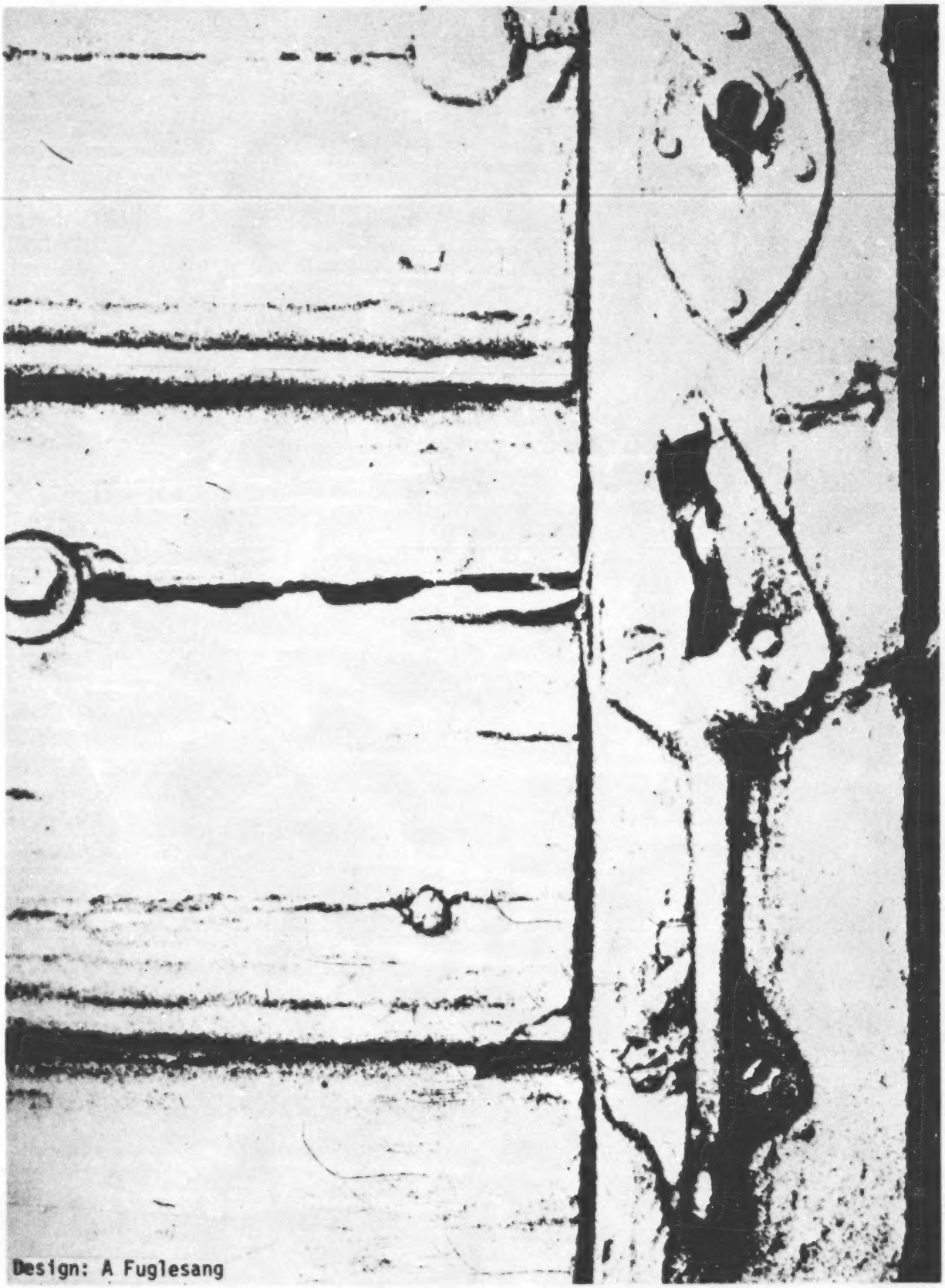

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